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ABSTRACT

This study was conducted to identify and eliminate organizational barriers to racial equality in a government department by developing a model of organizational diagnosis and change. Interviews with employees identified various problem areas: the disproportionate distribution of blacks within the department and their over-representation in low-level positions; the absence of an effective Affirmative Action plan: the lack of a clearly understood grievance procedure for dealing with complaints of discrimination: and differences in perceptions between black and white employees. After the development and implementation of a corrective plan, substantial progress is reported to have been made. Also described is a diagnostic system for the measurement and definition of institutional racism. Statistical tables detailing the researchers' findings are included. (Author/WP)

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"INSTITUTIONAL RACISM: RESEARCH FOR CHANGE"

A Final Report

1796

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Tennessee Department of Mental Health and Mental Retardation
Minority Research
Division of Administration
Nashville, Tennessee

June, 1979

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ABSTRACT

This study of the employment practices of the Tennessee Department of Mental Health and Mental Retardation was conducted to identify and eliminate organizational barriers to equality. Essentially, all efforts were directed towards constructing a model of organizational diagnosis and change. Critical Incident Technology was utilized as the primary research approach (Flanagan, 1955).

A sample of approximately 10% of the total number of employees were selected for the interview process. Based on their reported incidents, an Institutional Racism Checklist was developed and administered to employees to solicit their opinions on the state of race relations at their respective facilities. The data generated five (5) problem areas: 1) a disproportionate distribution of blacks within the Department; 2) over-representation of blacks in the lowest ranked job categories; 3) disparity in perceptions between black and white employees; 4) lack of a clearly understood and operational procedure for dealing with racial complaints; and 5) an absence of policies and procedures to operationalize Affirmative Action. A corrective plan, consisting of Goals and Recommendations for achieving those Goals, was developed and implemented. The Goals, Objectives and Recommendations provided a structure through which the change effort could proceed toward resolution of the problems.

Results of the corrective plan indicates that the Department is making progress in its effort to alleviate the problems. Significant gains are evident relative to providing black workers equity, particularly in the Professional job category where blacks now represent 20% of the total employees. Substantial progress is also noted in incomes of blacks and other minorities with a decrease of blacks and other minorities in the lower paying jobs and steadily increased representation in better paying levels. Minorities are also increasingly being promoted across pay classes with the

exception of the $16,000 - $24,999 range. Results are presently inconclusive relative to the impact of the newly established racial complaint system.

A Diagnostic Paradigm to Eliminate Institutional Racism is put forth as our model of organizational diagnosis and change. It requires the examination of statistical data on employees, policies and practices, and perceptions of professional and non-professional personnel. The Institutional Racism Checklist may be used as the latter component of the paradigm.

Overall, the study documents the problem of inequitable employment practices and provides a solution model applicable to other organizations. It is hoped that others will test the validity of this model.

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INTRODUCTION

The Tennessee Department of Mental Health and Mental Retardation (TDMHMR) was established in 1953 and employs 8,036 individuals and is the largest Department in Tennessee State Government. The purpose of the Department is to provide statewide care for Tennessee individuals who require psychiatric or developmental services. Most of the personnel are employed by one of the five psychiatric hospitals or one of the three developmental centers. The hospitals provide psychiatric care and clinical treatment; the developmental centers provide rehabilitation services to the mentally retarded. Approximately 168 of the employees are located in the Central Office complex which provides administrative and support services to the outlying facilities. (Figure I presents a general organizational chart and Table I shows number of employees in the Tennessee Department of Mental Health and Mental Retardation).

In accordance with the desire to make a systematic assessment of barriers to equality and formulate recommendations for change, the Department applied for and was granted funds by the Center for Minority Group Mental Health Programs of the National Institute of Mental Health. The funding period was June, 1976, through May 31, 1979. A staff of six (6) Program Analysts and one (1) Secretary were hired to conduct the study and, as a result, the Minority Research Section was established in the TDMHMR. A Program Manager IV served as Co-Principal Investigator along with the Commissioner.

FIGURE I

DEPARTMENT OF MENTAL HEALTH AND MENTAL RETARDATION

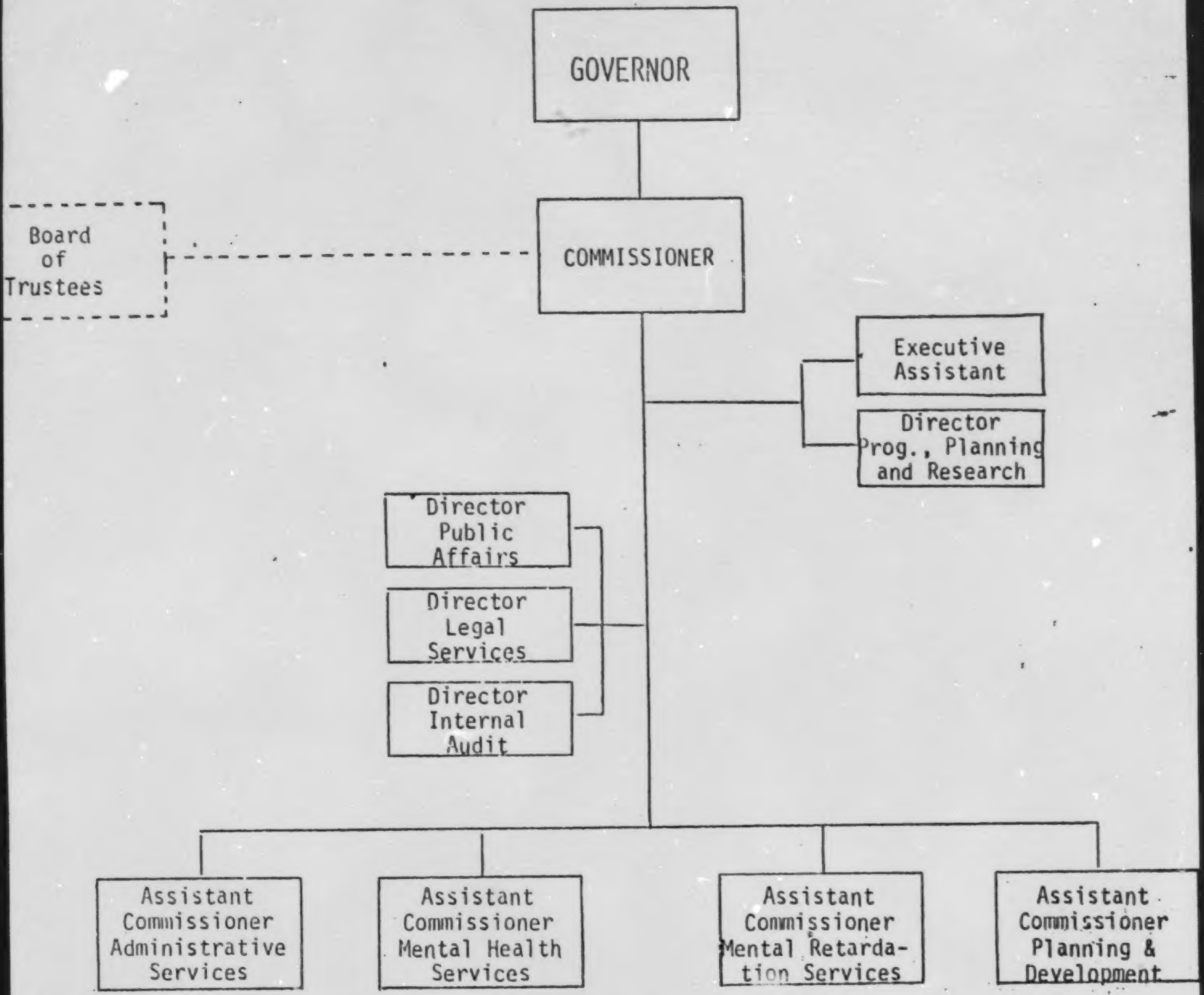
GOVERNOR
Board of Trustees
COMMISSIONER
Executive Assistant
Director Prog., Planning and Research
Director Public Affairs
Director Legal Services
Director Internal Audit
Assistant Commissioner Administrative Services
Assistant Commissioner Mental Health Services
Assistant Commissioner Mental Retardation Services
Assistant Commissioner Planning & Development

TABLE I

NUMBER OF EMPLOYEES IN TDMHMR

(Unofficial Total as of March 24, 1979)

	INSTITUTIONS	NUMBER EMPLOYED
1.	Lakeshore Mental Health Institute	1,286
2.	Middle Tennessee Mental Health Institute	1,303
3.	Western Mental Health Institute	1,114
4.	Moccasin Bend Mental Health Institute	522
5.	Memphis Mental Health Institute	385
6.	Arlington Developmental Center	909
7.	Clover Bottom Developmental Center	1,167
8.	Greene Valley Developmental Center	1,182
9.	Central Office	168
	TOTAL	8,036

Objective and Project Aims

The specific objective of the study was to identify and eliminate organizational barriers to equality in the Department of Mental Health and Mental Retardation by developing a model of organizational diagnosis and change. The focus of the study is on the organization rather than the individual and concentrates on institutional rather than personal racism. Institutional racism refers to the unequal opportunities rooted in the system of an organization which do not have primary dependence on individual attitudes or prejudice but rather are a by-product of organizational practices and procedures that provide advantages and privileges to whites. This includes placing institutional control predominately with one group.

To achieve the objective of the study, four (4) aims were established: 1) to clarify the concept of institutional racism by developing an operational definition of institutional racism using critical incident technology, 2) to impose a systematic method of data collection on the organization to diagnose the extent of institutional racism using a critical incident checklist, 3) to isolate those conditions which give rise to the perpetuation of institutional racism by analysis of the data collected for organizational diagnosis, and 4) to develop corrective action plans to alter those conditions identified as contributing to institutional racism and to evaluate the effect of those plans. Essentially, all efforts were directed towards constructing a model of organizational diagnosis and change which will prove useful to this and other organizations.

METHODS OF PROCEDURE

Critical Incident Technology

Technology involving the collection of critical incidents was the primary research approach. Its major contribution was to have been the development of an operational definition of institutional racism. Application of that definition would then generate needed information and identify the areas that tend to create and maintain institutional racism.

Critical incident technology (Flanagan & Burns, 1955) is a relatively straightforward means for describing a phenomenon, e.g., a job, organization, set of training needs, etc.; and results in a simple checklist of essential behaviors (in the present case, behaviors reported by both blacks and whites which subordinate persons and create barriers to equality). The behaviors listed are observable and measurable.

Supplementary to this source of data were interviews which involved managers in the facilities. These interviews were designed to collect information about the informal structures, procedures, or policies of the Department. An average of 15 managers, with a majority of first line supervisors, was selected from each facility and the Central Office. In addition to the managers, all employees in decision-making positions in the Personnel Divisions were interviewed. Finally, the facilities' formal or public policies were examined to ascertain whether the institution concerned itself with institutional racism.

The first year of the study involved evaluation of the Central Office and four of the eight facilities, representing both urban-rural environments and psychiatric-developmental facilities.

Sampling Design

A sample of approximately 10% of the total number of employees was selected from each facility and Central Office. The sample was stratified to be representative of blacks and whites in the eight Equal Employment Opportunity Commission job categories. Forty-five minute interviews were set up with each sample member individually. During this time, the interviewee was provided with an explanation of the nature of the study and answers to any questions. At this point, employees were informed that they had the right to decline to participate in the interview.

Standardized questions were used to elicit "critical" incidents, i.e., instances of either positive or negative behaviors which produce or prevent practices that discriminate inadvertently against blacks (institutional racism). These incidents were then grouped into homogeneous categories (dimensions) and the categories formed the basis of the behavioral checklist which was to be administered anomymously to 100% of the employees in the four facilities involved. The results of this survey would then generate the initial descriptive data for each of those facilities and the Central Office. These descriptions served as the major focus of the study. It was expected that the diagnostic aspect of the profiles would indicate areas where change was needed.

To begin the study, analysts focused on a developmental center and a mental health institute. In relation to the size of the facilities, about 100 employees were interviewed at each. A total of 1,449 critical incidents was collected from the sampling at these facilities. An additional 36 employees were randomly selected to participate in management and personnel interviews.

As expected, the types of incidents collected from the first facility were not different from those collected at the second. Therefore, in conducting interviews at the third and fourth facilities, the size of the sample was cut to 5%; 1,136 critical incidents were collected and these reported incidents did not differ substantively from the first two sets or from each other. Sample interviews were also conducted at the Central Office (headquarters for the Department) and yielded 222 incidents.

As shown in Table II, the total number of interviews conducted at four facilities and the Central Office was 380 for critical incidents, 61 for management and 19 for

TABLE II

Summary Statement of Activities Conducted in Five TDMHMR Facilities

Coded Facilities	Total Number Employees	Critical Incident Interviews	Management Interviews	Personnel Interviews	Number Incidents Collected	Number Checklists Completed	Percent Checklists Completed
#01	1396	104	11	5	726	000*	000
#02	1114	101	15	5	723	703	64%
#03	182	19	11	3	222	143	79%
#04	897	98	14	3	855	576	62%
#05	1346	58	10	3	281	675	50%
Totals	4935	380	61	19	2807	2098	

*Denotes Facility #01 which has not yet participated in checklist administration.

personnel interviews. Each of the 2,807 incidents collected was written on a 3 x 5 card. The cards were sorted into logical groupings which suggested twelve dimensions: recruitment, hiring, salaries, promotions, transfers, training/education, performance evaluation, social, leave/attendance, supervisor, peers, and disciplinary action. Groups of similar incidents were rewritten as potential items for the checklist. Duplicate items were eliminated. (An item on patient impact and service delivery was deliberately included as a beginning point for later investigating racism in delivery of service.)

Behavioral Checklist Development

The behavioral checklist was developed by including all items which occurred as many as 10 times. A few items of lower frequency were included because they were judged to be too significant to delete. The original checklist of 68 items that emerged from interviews with employees contained 58 negative incidents and only 10 positive incidents. The staff deliberately selected 8 additional positive incidents which had frequencies lower than 10 and added them to detract from the essentially negative appearance of the research instrument. The final checklist contained 76 items (see Appendix A). An overall rating also appeared on the checklist. Its purpose was to solicit employees' opinions on the state of race relations at their respective facilities; and it depicted five possible degrees of race relations. (Additionally, the "overall rating" is essential to testing the fit of the data for psychophysical scaling purposes.)

Readability studies were conducted indicating that the apparent reading level required for the checklist was eighth grade. The checklist was printed after being reviewed by the Institutional Review Board for risk to human subjects. Also, five demographic variables (race, sex, age, time with Department, and education) were included on half the checklists; the other half remained thoroughly anonymous to allow for comparisons on responses and response rates.

While the design of the study called for all employees at a given institute or developmental center to complete the checklist, in practice no facility had a 100% response rate (see Table III). Possible reasons for this include not only normal absenteeism but the fact that employees could choose not to attend the checklist administration session. This latter situation could occur simply because no records were kept of the employees who had either completed or failed to complete the checklist. Thus the resulting pool of respondents might have been a non-random sample of all employees. To further complicate the picture, demographic information was not solicited from any of the respondents at Facility 01 and from only about half of those at Facilities 02 and 04. Thus, while a total of 700 and 573 persons at Facilities 02 and 04, respectively, completed the checklist, the race of only 352 and 244, respectively, was ascertained. For the purposes of this analysis it is assumed that those who were asked to identify their race are a random sample of the larger group.

In order to determine if the racial composition of the respondents sampled was the same as that in the actual population, chi-square analyses were conducted. The results revealed no significant differences between the proportion of blacks and whites actually employed at a given facility and the proportion of those responding to the checklist whose race was ascertained.

A profile was developed for each of the facilities which shows total percentage of checking on each item on the twelve dimensions. These profiles were studied for any similarities and/or differences in perceived problems reported by employees. Changes in top management at two of these facilities created unfortunate delays in checklist administration.

TABLE III

CHECKLIST RESPONSE BY FACILITY AND RACE

Facility	Actual Employees at Facility					Employees Responding				
	White		Black			White		Black		
	N	%	N	%	TOTAL	N	%	N	%	TOTAL
01	135	87	20	13	155	*		*		140
02	659	60	444	40	1103	194	55	158	45	352
03	792	65	428	35	1220	440	63	262	37	702
04	351	39	542	61	893	103	42	141	58	244
05	1172	90	134	10	1306	587	88	77	12	664

*Demographic information not requested.

An expected outcome of checklist administration was a reaction traditionally referred to as "white backlash". We arranged to tap this source of feeling by asking for written comments at the time of checklist administration. Individual, personal comments solicited from participants in the institutional racism checklist administration were of two forms: blank paper was provided and 240 people chose to make this type of comment; in addition approximately 231 persons made some comment on the checklist itself. Comments were thus made by approximately 17% of the 2,818 persons surveyed.

In attempting to characterize the comments, four general categories were used: (1) Comments related to content - those comments which seemed to be in direct reaction to a specific item on the checklist; (2) Comments related to the study - those comments which were a critique of the study or checklist itself; (3) Comments on race and discrimination in general; (4) Comments on general problems with the facility or the State system. These categories and the subheadings do not represent a tight fit since some comments really contained several thoughts and some interpretation of the major concern was necessary. In addition, a fifth category shows the number of statements on the checklist which were changed by participants to alter the meaning in some way.

The major area of complaint seemed to be that the study was too one-sided or biased. These comments ranged from those who felt that the real issue was that whites were being discriminated against because blacks were favored or given more attention (in general and in the study) to those who felt that some statements could be applied equally to blacks and whites. The feelings behind the comments seemed to range from open hostility and anger to intellectual inquiry about the emphasis of the study. See Appendix B for summary listings of comments.

PROJECT FINDINGS

This section is divided into two parts: Checklist Analysis and Departmental Situation. The former represents an analysis undertaken primarily to validate the usefulness of the checklist as a diagnostic tool which would also be a solutions model for institutional racism. The latter provides a picture of the TDMHMR relative to employment practices.

Checklist Analysis

For purposes of analysis, the checklist was divided into items of two types: those representing effective or desirable racial practices (21 items) and those representing ineffective or undesirable practices (55 items). (See Appendix A) Each item was scored 0 if it was not checked and 1 if it was. Three scores were then derived: the total number of ineffective items checked (INEFFT); the total number of effective items checked (EFFECT); and the difference score between INEFFT and EFFECT termed TRUE.

In order to determine the relationship between a person's overall perception of the racial climate (item OVERALL) and their checklist scores, a correlational analysis was conducted (See Table IV). It revealed relatively high, statistically significant positive correlations between TRUE and OVERALL ($r = .7166$, $p < .001$), and between INEFFT and OVERALL ($r = .6912$, $p < .001$); and a modest negative correlation between EFFECT and OVERALL ($r = -.3682$, $p < .001$). Significant correlations were also found between a person's race and, respectively, OVERALL ($r = .6026$, $p < .001$) and INEFFT ($r = .5718$, $p < .001$). In addition, there was a low negative correlation between EFFECT and race ($r = .2213$, $p < .001$). Although some correlations between, INEFFT, EFFECT, TRUE, OVERALL and age, sex, and length of time in the job (LENONJOB) were statistically significant, none was of significant magnitude to be noteworthy (i.e., of the 12 possible correlations, only three were between 0.1 and 0.2 while 9 were less than 0.1).

TABLE IV
Correlation Matrix (r) for the variables OVERALL, EFFECT, INEFFT, TRUE, Race, Sex, Age, and LENONJOB*

	OVERALL	EFFECT	INEFFT	TRUE	RACE	SEX	AGE	LENONJOB
OVERALL	1.0000 (2162) S=0.001	-0.3682 (1989) S=0.001	0.6912 (2070) S=0.001	0.7166 (1900) S=0.001	0.6026 (1491) S=0.001	0.0687 (1498) S=0.004	-0.1886 (1495) S=0.001	-0.0548 (1501) S=0.017
EFFECT	-0.3682 (1989) S=0.001	1.0000 (2595) S=0.001	-0.1520 (2496) S=0.001	-0.5558 (2478) S=0.001	-0.2213 (1831) S=0.001	0.0724 (1843) S=0.001	0.0491 (1830) S=0.018	0.0993 (1838) S=0.001
INEFFT	0.6912 (2070) S=0.001	-0.1520 (2496) S=0.001	1.0000 (2687) S=0.001	0.9060 (2478) S=0.001	0.5718 (1890) S=0.001	0.0769 (1901) S=0.001	-0.2076 (1890) S=0.001	-0.0131 (1897) S=0.284
TRUE	0.7166 (1900) S=0.001	-0.5558 (2478) S=0.001	0.9060 (2478) S=0.001	1.0000 (2478) S=0.001	0.5822 (1752) S=0.001	0.0308 (1762) S=0.098	-0.2017 (1751) S=0.001	-0.0527 (1759) S=0.014
RACE	0.6026 (1491) S=0.001	-0.2213 (1831) S=0.001	0.5718 (1890) S=0.001	0.5822 (1752) S=0.001	1.0000 (1951) S=0.001	0.0415 (1975) S=0.033	-0.1550 (1960) S=0.001	-0.0640 (1968) S=0.002
SEX	0.0687 (1498) S=0.004	0.0724 (1843) S=0.001	0.0769 (1901) S=0.001	0.0308 (1762) S=0.098	0.0415 (1975) S=0.033	1.0000 (1996) S=0.001	0.1170 (1973) S=0.001	0.1708 (1981) S=0.001
AGE	-0.1886 (1495) S=0.001	0.0491 (1830) S=0.018	-0.2076 (1890) S=0.001	-0.2017 (1751) S=0.001	-0.1550 (1960) S=0.001	0.1170 (1973) S=0.001	1.0000 (1982) S=0.001	0.5428 (1974) S=0.001
LENONJOB	-0.0548 (1501) S=0.017	0.0993 (1838) S=0.001	-0.0131 (1897) S=0.284	-0.0527 (1759) S=0.014	-0.0640 (1968) S=0.002	0.1708 (1981) S=0.001	0.5428 (1974) S=0.001	1.0000 (1991) S=0.001

*The first number of each triad is the value of the Pearson correlation coefficient. The second is the number of responses upon which the correlation was based. The third is the level of significance.

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A further investigation of the correlation between OVERALL and checklist scores was conducted using the ratio of the number of effective items checked to the number of ineffective items checked (RATIO) and the logarithm of RATIO (LOGRATIO). The logarithm transformation was made in order to correct for the restricted range of the RATIO distribution. For all facilities combined, the RATIO-OVERALL correlation was -0.21640 ($p < .001$), while the LOGRATIO-OVERALL correlation was -0.51227 ($p < .001$). There was considerable variation from facility to facility in the magnitude of the correlations, however (See Tables V and VI). The RATIO-OVERALL correlation failed to reach significance at Facilities 01 and 05 as did the OVERALL-LOGRATIO correlation at Facility 01. In addition, LOGRATIO-OVERALL correlations were always higher than the corresponding RATIO-OVERALL correlations, as a consequence of the effect of the transformation.

The relationship between INEFFT, EFFECT, and TRUE, and the demographic variables including facility, was investigated utilizing a series of median tests (See Tables VII and XI). For EFFECT, significant differences were found between races ($x^2 = 84.3$, $df = 2$, $p < .001$), sexes ($x^2 = 7.56$, $df = 1$, $p < .01$), facilities ($x^2 = 20.45$, $df = 4$, $p < .001$), and LENONJOB ($x^2 = 30.28$, $df = 4$, $p < .001$). No significant differences were found between age groups ($x^2 = 6.19$, $df = 4$, $p < .05$). For INEFFT, significant differences were found between races ($x^2 = 697.81$, $df = 2$, $p < .001$), sexes ($x^2 = 11.48$, $df = 1$, $p < .001$), facilities ($x^2 = 290.80$, $df = 4$, $p < .001$), age groups ($x^2 = 79.64$, $df = 4$, $p < .001$) and LENONJOB ($x^2 = 39.88$, $df = 4$, $p < .001$). Similarly, for TRUE, significant differences were found between races ($x^2 = 342.37$, $df = 1$, $p < .001$), facilities ($x^2 = 79.40$, $df = 4$, $p < .001$), age groups ($x^2 = 34.53$, $df = 4$, $p < .001$), and LENONJOB ($x^2 = 24.80$, $df = 4$, $p < .001$). For OVERALL, significant differences were found between facilities ($x^2 = 139.85$, $df = 4$, $p < .001$), races ($x^2 = 358.86$, $df = 2$, $p < .001$), age groups ($x^2 = 91.14$, $df = 4$, $p < .001$), sexes ($x^2 = 7.31$, $df = 1$, $p < .01$), and LENONJOB ($x^2 = 26.32$, $df = 4$, $p < .001$).

TABLE V
A Comparison of Facilities on the RATIO-OVERALL Correlation

Facility	Pearson r	r^2	p	n
01	0.03154	0.00099	0.36456	123
02	-0.25131	0.06316	0.00001	487
03	-0.22847	0.05220	0.00001	495
04	-0.33933	0.11515	0.00001	362
05	-0.04656	0.00217	0.16546	438

TABLE VI
A Comparison of Facilities on the LOGRATIO-OVERALL Correlation

Facility	Pearson r	r^2	p	n
01	0.01483	0.00022	0.43535	123
02	-0.57982	0.33620	0.00001	487
03	-0.46005	0.21165	0.00001	495
04	-0.64084	0.41068	0.00001	362
05	-0.18168	0.03301	0.00007	438

TABLE VII
A Comparison of Five Variables on Four Checklist Variables: EFFECT, INEFFT, TRUE, and OVERALL

	Facility											
	01		02		03		04		05			
VARIABLE	N	%	N	%	N	%	N	%	N	%	df	x^2
EFFECT												
Below Median	61	43.6	318	45.4	408	56.4	294	51.3	331	49.0	4	20.45
Above Median	79	56.4	382	54.6	316	43.6	279	48.7	344	51.0		$p<.001$
INEFFT												
Below Median	132	94.3	446	63.7	527	72.8	292	51.0	609	90.2	4	290.80
Above Median	8	5.7	254	36.3	197	27.2	281	49.0	66	9.8		$p<.001$
TRUE												
Below Median	82	58.6	291	41.6	291	40.2	179	31.2	361	53.5	4	79.40
Above Median	58	41.4	409	58.4	433	59.8	394	68.8	314	46.5		$p<.001$
OVERALL												
Below Median	98	70.0	374	53.4	422	58.3	249	43.5	503	74.5	4	139.85
Above Median	42	30.0	326	46.6	302	41.7	324	56.5	172	25.5		$p<.001$

TABLE VIII

A Comparison of the Race of the Respondent on Four Checklist Variables: EFFECT, INEFFT, TRUE, and OVERALL

	RACE							
	White		Black		Other		df	x^2
VARIABLE	N	%	N	%	N	%		
EFFECT								
Below Median	584	44.1	422	66.1	7	43.8	2	84.30
Above Median	741	55.9	216	33.9	9	56.3		$p<.001$
INEFFT								
Below Median	1228	92.7	238	37.3	11	68.8	2	697.81
Above Median	97	7.3	400	62.7	5	31.3		$p<.001$
TRUE								
Below Median	771	58.2	89	13.9	7	43.8	2	342.37
Above Median	554	41.8	549	86.1	9	56.3		$p<.001$
OVERALL								
Below Median	1006	75.9	201	31.5	10	62.5	2	358.86
Above Median	319	24.1	437	68.5	6	37.5		$p<.001$

TABLE IX
A Comparison of the Sexes on Four Checklist Variables: EFFECT, INEFFT, TRUE, and OVERALL

	SEX					
	Male		Female		df	x^2
VARIABLE	N	%	N	%		
EFFECT						
Below Median	295	56.4	727	49.4	1	7.56
Above Median	228	43.6	745	50.6		$p<.01$
INEFFT						
Below Median	419	80.1	1067	72.5	1	11.48
Above Median	104	19.9	405	27.5		$p<.001$
TRUE						
Below Median	210	40.2	662	45.0	1	1.46
Above Median	313	59.8	810	55.0		N.S.
OVERALL						
Below Median	348	66.5	879	59.7	1	7.31
Above Median	175	33.5	593	40.3		$p<.01$

TABLE X
A Comparison of Different Age Groups on Four Checklist Variables: EFFECT, INEFFT, TRUE, and OVERALL

	AGE											
	≤ 24		25-34		35-44		45-54		≥ 55		df	x^2
VARIABLE	N	%	N	%	N	%	N	%	N	%		
EFFECT												
Below Median	208	55.3	315	49.1	182	53.2	167	47.6	142	52.4	4	6.19
Above Median	168	44.7	326	50.9	160	46.8	184	52.4	129	47.6		N.S.
INEFFT												
Below Median	253	67.3	432	67.4	250	73.1	300	85.5	241	88.9	4	9.64
Above Median	123	32.7	209	32.6	92	26.9	51	14.5	30	11.1		$p < .05$
TRUE												
Below Median	138	36.7	270	42.1	132	38.6	181	51.6	149	55.0	4	34.53
Above Median	238	63.3	371	57.9	210	61.4	170	48.4	122	45.0		$p < 001$
OVERALL												
Below Median	204	54.3	322	50.2	221	64.6	262	74.6	204	75.3	4	91.14
Above Median	172	45.7	319	49.8	121	35.4	89	25.4	67	24.7		$p < .001$

TABLE XI

A Comparison of Different Amounts of Time Spent on the Job on Four Checklist Variables: EFFECT, INEFFT, TRUE, and OVERALL

LENONJOB

VARIABLE	<6 Mo.		6 Mo-2 yr		2 yr-5 yr		5 yr-10 yr		>10 yr.		df	x^2
	N	%	N	%	N	%	N	%	N	%		
EFFECT												
Below Median	134	67.7	247	52.9	223	45.6	254	50.5	158	47.3	4	30.28
Above Median	64	32.3	220	47.1	266	54.4	249	49.5	176	52.7		$p<.001$
INEFFT												
Below Median	163	82.3	337	72.2	347	71.0	351	69.8	287	85.9	4	39.88
Above Median	35	17.7	130	27.8	142	29.0	152	30.2	47	14.1		$p<.001$
TRUE												
Below Median	70	35.4	186	39.8	228	46.6	211	41.9	180	53.9	4	24.80
Above Median	128	64.6	281	60.2	261	53.4	292	58.1	154	46.1		$p<.001$
OVERALL												
Below Median	135	68.2	261	55.9	288	58.9	308	59.6	239	71.6	4	26.32
Above Median	63	31.8	206	44.1	201	41.1	203	40.4	95	28.4		$p<.001$

These data indicate how employees perceived the racial climate as a function not only of race, but of various other factors as well. Blacks, males, older employees, and those at both extremes of the distribution for LENONJOB were more likely to have negative perceptions.

In examination of the distribution of scores on the checklist variables (EFFECT, INEFFT, TRUE, and OVERALL), several interesting findings emerge (See Table XIII). First, the INEFFT distribution is highly skewed, in the direction of a disproportionate number of scores at the upper end of the distribution. This suggests that the critical incidents that were negative occurred in clusters, i.e., multiple critical incidents for the same individuals.

The finding that the OVERALL-LAGRATIO correlation was always higher than the corresponding OVERALL-RATIO correlation would appear to suggest that the relationship between racial practices and overall evaluation of the racial climate is an exponenial one. This finding would seem to be in agreement with the work of Whitlock (1963) in the area of job performance. Whitlock has shown that the relationship between overall performance evaluations and observations of performance, as measured by the ratio of effective performance, is described by the psychophysical law, $y = kx^n$. He further states that:

> "...Anything less than a perfect correlation between appropriate performance observation measures (e.g., number of effective and ineffective specimens and measures of evaluation (e.g., score on item OVERALL) means that some attribute of the observer or the performance observed or their interaction is significantly influencing the transition from observation to evaluation of the performance... Observer variables might include such factors as experience recency, idiosyncratic weighting of specimens, length of observation period, relation of rater to ratee, perceived purpose of the evaluation, rater competency, and the like." (Whitlock, 1963, p. 22).

Given the fact that the OVERALL-LAGRATIO correlation never reached 1.0 at any of the facilities and never reached significance at Facility 01, it would follow from Whitlock's reasoning that observer variables are "significantly influencing the

TABLE XII
Central Tendency and Dispersion of Checklist Scores*

VARIABLE	Mean	Standard Deviation	Median
EFFECT	8.738	5.381	7.864
INEFFT	6.224	10.473	1.251
TRUE	-2.551	12.538	-5.265
OVERALL	1.963	1.332	1.376

*Data represent combined responses from all institutes.

transition from observation to evaluation." While it is impossible to determine which factors might be influencing this transition, the data offer some insights. For example, the significant differences in checklist scores between different lengths of time on the job could suggest that the time one has had available to observe the racial climate at a given institute can affect one's perception. Thus specific racial incidents, as measured by the checklist, might be weighted differently given different levels of experience with the system. Similar arguments could be made for the idiosyncratic weighting of items based on differences in the race, age, and sex of the respondents. What this line of reasoning suggests is that if one wishes to understand checklist scores, it would be best to study how a given individual or group of individuals with particular characteristics weights a given racial incident.

While it is clear that blacks and whites tend to view the racial climate very differently, the reason for the interaction between race and facility is puzzling. It could be that the interaction stems from the fact that the number of blacks employed varies by facility; thus, blacks employed at a facility with a majority of whites might score much differently than blacks employed at a predominately black facility. Analysis of cell means suggests that blacks employed at a predominately black facility tend to see more ineffective practices than blacks employed at a predominately white facility.

The checklist probably does not measure institutional racism (IR). Checklist scores differ across facilities, races, sexes, lengths of time on the job, and age groups, which suggests that a variety of factors are related to a respondent's score. Further analysis would need to be performed to identify other relationships and interactions among the various factors.

The most unfortunate aspect of the checklist, however, is that these findings tell us little of what to do about the problem of institutional racism. While the initial purpose of the checklist was to document IR, even if it had proved to be a valid and reliable measure, it would still have failed to suggest possible solutions for the problem. It could, of course, be argued that documentation is a necessary prerequisite for problem solution. The checklist provides documentation of the perception of racism. Objective data pertaining to employment policies and practices would provide a clearer indication of the existence of institutional bias (in contrast to personal bias) if it does indeed exist.

Departmental Employment Situation

TDMHMR has a good record in terms of the total number of blacks employed by the Department. According to statistics from the U. S. Census Bureau (Cummings, 1975), the number of blacks between the ages of 18-62 in Tennessee is 14%. Of the 7,973 employees in TDMHMR in 1977, 2,233 (28%) were black. The situation is more complex than that though, since any Departmental total is only an aggregate of the eight facilities and Central Office. Because the proportion of the blacks in the population varies from location to location, it is important to note the breakdown of each facility (See Table XIII). The population is listed for both the area and the region in 1977.*

On the surface the situation seems positive. Most of the facilities have employed blacks at a rate higher than the proportion of blacks between the ages of 18 and 62 in the population in the area and the region. And the average for the Department exceeds the percentage of blacks between 18 and 62 in the State.

The distribution of blacks within the Department, however, is significantly unequal. There are eight job categories that have been developed by EEOC. These are: 1) Officials and Administrators, 2) Professionals, 3) Technicians, 4) Protective Services, 5) Para-Professionals, 6) Office and Clerical, 7) Skilled Craft, and 8) Service and Maintenance. Only 6% of the blacks employed by the Department

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*The area is considered to include all counties surrounding the facility in a 50 mile radius. There are four regions: Northeast, Southeast, Middle and Western Tennessee. (See Figure II).

TABLE XIII

Total Number of Employees Per Facility

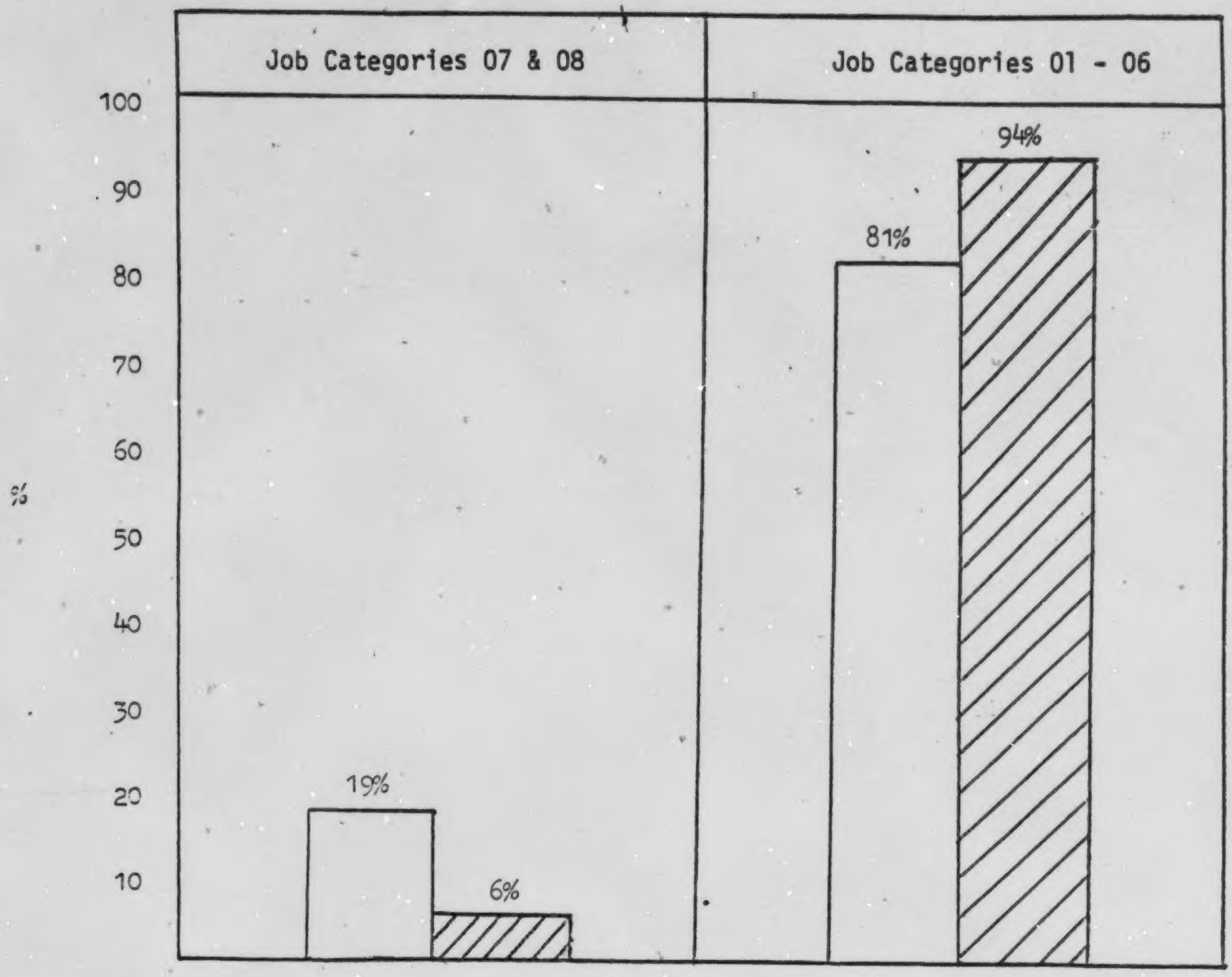
FACILITY	TOTAL EMPLOYEES	TOTAL BLACK	%	% POP. BLACK 18-62 AREA	REGION
Central Office	186	21	11.3	**	**
Arlington	900	550	61.1	30.0	26.0
Clover Bottom	1,109	431	38.9	14.0	12.0
Greene Valley	1,079	63	5.8	2.0	4.0
Lakeshore	1,301	130	10.0	4.0	4.0
Middle Tennessee	1,376	426	31.0	14.0	12.0
Western	1,129	310	27.5	28.0	26.0
Moccasin Bend	519	157	30.3	10.0	11.0
Memphis	374	145	39.0	32.0	26.0
TOTAL	7,973	2,233			

**Employees from Central Office are recruited state-wide.

hold positions as Officials and Administrators or Professionals, while 19% of the whites employed hold these positions. This means that 94% of the blacks employed are in the categories of Technician or below. In addition, out of the eight job categories there are four in which less than 14% are black. These categories are Officials and Administrators, Professionals, Office and Clerical, and Skilled Craft. The pattern of distribution in all the facilities is much the same, but in several facilities there is also an under-representation in the Protective Services or Para-Professional job categories. (See Figures III and IV).

FIGURE III

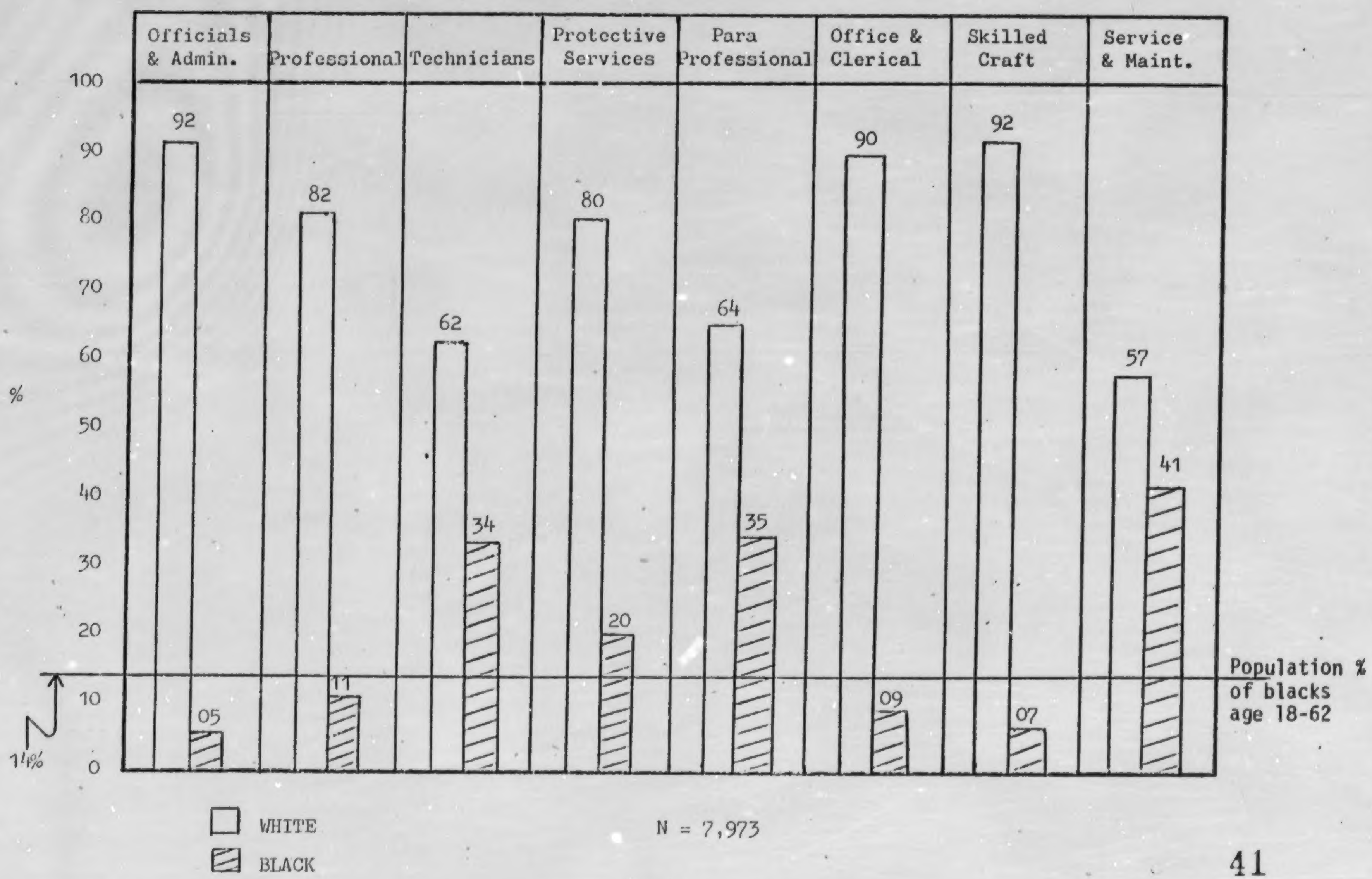
DISTRIBUTION OF JOBS
BY RACE



☐ WHITE (N = 5473)
▨ BLACK (N = 2233)

FIGURE IV

PERCENT WHITE AND BLACK BY JOB CATEGORY



In the job categories where there were high percentages of blacks, such as Service and Maintenance and Technician, blacks did not fill the higher positions within those job categories; nor did they advance to supervisory positions.

For example, in the Technician category, 33.7% of the employees are black. Prior to the July 1, 1977 salary increases, the starting salaries for the positions in this category ranged from $426.00 to $1,106.00 per month. Of the employees who hold positions with starting salaries below the midpoint, 34.4% are black, while above the midpoint only 18.5% are black. This same pattern can be observed in the Service and Maintenance category. An even closer look at one category--Technician (both Psychiatric and Developmental)--shows that a decreasing percentage of blacks hold positions from Technician Trainee to the Technician III level. In addition, the percentage of blacks who hold the position of Technician Supervisor I, II, or III continues to decrease as the level of the job increases. (See Figure V and Table XIV).

Part of this situation has already been noted in the case of a low percentage of blacks in the Skilled Craft category. Although blacks are frequently employed as groundskeepers or as utilityworkers (titles that are in the Service and Maintenance category), the percentage of blacks employed as maintenance workers in the Skilled Craft category is small and even zero in some facilities. In addition, there were facilities where, even though 75% to 100% of the custodians and housekeepers in Service and Maintenance are black, the Chief Housekeeper (a position in the Skilled Craft) is white. Other cases of sections or units where all or almost all of the workers are black except the supervisor were reported in the Critical Incident Interviews.

The research also suggested that blacks were often underemployed when they are hired and that they are sometimes given the responsibilities of a higher level job without the title or pay.

FIGURE V

DISTRIBUTION OF BLACK EMPLOYEES WITHIN TECHNICIAN CATEGORY

STARTING SALARY	TOTAL EMPLOYEES	BLACK	% OF TOTAL	MID-POINT
$ 426	2427	911	37.5%	34.4%
$ 451				
$ 480				
$ 511	697	212	30.4%	
$ 541				
$ 571				
$ 603	321	62	19.3%	
$ 645				
$ 681				
$ 718	96	23	24.0%	18.5%
$ 750				
$ 784				
$ 823	46	6	13.0%	
$ 862				
$ 901				
$ 904	26	2	7.7%	
$1018				
$1106				

TABLE XIV

DISTRIBUTION OF BLACK EMPLOYEES
PSYCHIATRIC AND DEVELOPMENTAL TECHNICIANS

	TOTAL	BLACK	% OF TOTAL
Technician Trainee	335	137	41%
Technician I	1966	617	31%
Technician II	325	91	28%
Technician III	197	55	28%
Supervisor I	59	17	28%
Supervisor II	25	4	18%
Supervisor III	8	0	0%

Another aspect of the employment situation which was investigated had to do with grievance and Affirmative Action policies. The established system for dealing with racial complaints was that each facility is given an opportunity to investigate complaints arising from that facility prior to any action being taken by the Central Office. If the individual filing is not satisfied with the results thereof, the Commissioner would review the data submitted by the facility and decide if further investigation should be conducted. Any time a racial complaint was made directly to the Department or facilities, the grievant was to be reminded of his right to file with the Human Development Commission if he so desired.

According to both Management and Personnel Interviews and the Critical Incident Interviews, most employees were not clear about the procedure for filing racial complaints, and some who had experience with the system did not trust it. This confusion seems to be added to by the multiple ways of dealing with complaints and grievances, depending on the nature of the problem and the employee involved. In some cases it was not clear that a facility had a specific procedure to deal with racial complaints, and any other established system such as Employee Advisory Committees, State Grievance Procedures, Administrative Appeals, and Civil Service Commission, was not charged with and at times is prohibited from dealing with racial complaints.

SUMMARY

The elimination of racism and the establishment of equal opportunity for all employees was one of the goals of the Department. In order to accomplish this goal there must be commitment shown by establishing policies and procedures that support equal opportunity. By law, Affirmative Action plans must be developed for the Department. In compliance with the State Affirmative Action Plan, a Department Plan was developed in 1974 and again in 1977. It is unclear what has been done at the facility level, but our research indicates a lack of awareness of Affirmative Action and of its purpose and goals. Affirmative Action as a Departmental program seems to be little more than a compliance measure. Once Affirmative Action Plans are made there appears to be little follow-up and enforcement of policies set.

One problem identified was the facilities inability to operationalize Affirmative Action programs. The responsibility for Affirmative Action has been left to a person in each facility and Central Office, designated as Title VII Coordinator. This person usually has other full-time job responsibilities. The Department is prepared to respond only in a crisis situation and is not at present prepared to take preventive actions or carry out any Affirmative Action programs.

The research showed that for almost every incident presented in the checklist, the perceptions of blacks and whites were significantly different. The data also demonstrated the manifestations of racism in the unequal distribution of blacks in the Department, and suggest a need for recommendations for providing equal treatment and opportunities. Any changes which do provide such equality are likely to increase the polarization of perceptions on the part of blacks and whites and possibly create considerable disruption of the system, unless there is an opportunity provided for employees to learn new behaviors which are compatible with the required organizational changes.

In short, five (5) problems were identified and targeted for change:

1. There was a disproportionate distribution of blacks in every facility and therefore in the Department. A corrective program needed to be established to change this disparity.
2. Although, in numbers, blacks were adequately represented in certain job categories, they continued to hold the lowest ranked positions and rarely held positions with supervisory responsibilities. Steps needed to be taken to insure that blacks were given an equal opportunity

to advance; and the incidence of underemployment and inequitable title and pay explored further.

3. The disparity in perceptions between blacks and whites and the probable increased disparity in those perceptions that will result from a change program needed to be addressed by a systematic training program designed to improve the sensitivity to, and increase the awareness of all employees of, racism.
4. Because of the confusion over what to do with racial complaints, employees either resorted to outside agencies such as the NAACP and the legal system to aid in resolving complaints or complaints were left unresolved, causing unrest and possibly high employee turnover.
5. Because of the absence of policies and procedures that operationalize Affirmative Action, it was difficult to develop and implement Affirmative Action goals and programs. Therefore, there was no clear designation of responsibilities for accomplishing the organizational goal of eliminating disparity and establishing equal opportunity.

DESIGN AND IMPLEMENTATION OF CHANGE

If any phase of this project can be considered as the single most important element, it is the design and implementation of change. During the July, 1977, Quarterly Superintendents' Meeting, the Minority Research staff presented the Goals and Recommendations for achieving those goals that would help alleviate the problems of institutional racism. They also began coordinating individual meetings for presenting facility-specific information.

Each facility was charged with the responsibility of developing an action plan which outlined that facility's program for accomplishing the goals and recommendations. Towards that end, each of the Superintendents was advised to set up a committee along guidelines developed by the Minority Research Staff.

The structure for the plan development was outlined. Specifically, committees should have been formed sometime during the two weeks following the Quarterly Superintendents' Meeting. After that time meetings of that committee would begin. At the first meeting, members of the Minority Research Staff and programmatic Assistant Commissioner would be present and the staff members would present the results of data analysis and goals and recommendations in a form specifically relating to that facility. These meetings were scheduled August 1, 1977, through August 15, 1977.

Within four weeks after the first meeting, the committees were to develop their action plans and a method for monitoring those plans and present this to the Minority Research Staff. Upon review and recommendations, plans were to be transmitted to the appropriate Assistant Commissioners and ultimately the TDMHMR Commissioner. The implementation of the action plans would begin immediately following notification of approval from the Commissioner.

Plan of Action to Eliminate Institutional Racism

The goals, objectives and recommendations presented during the July, 1977, Quarterly Superintendents' meeting formed the basis for implementing change. They are as follows:

GOAL: By June 30, 1980, the number of blacks in each job category where they are under-represented will have increased. The percentage of black employees in the Professional and Official and Administrator job categories will have increased to a percentage at a minimum equal to the percentage of blacks between the ages of 18 to 62 in the population of the region concerned. In all other categories where there is under-representation, the percentage of blacks should increase to be at a minimum equal to the percentage of blacks in the area.

OBJECTIVES:

1. A study will be conducted by September 30, 1977, to determine the current distribution of blacks in the facility and in the employment area and region. In the job categories where there is underrepresentation, goals for hiring will be set. This study will be conducted each year and completed by June 30 of that year in order to revise the goals to reflect any proportional changes in the black population between 18 and 62 and/or in the number of employees in the facility.
2. By June 30, 1978, the number of blacks in the affected job category will have increased by at least one-third the number necessary to make the percentage of blacks employed in these job categories, at a minimum, equal to the percentage required for that job category.

RECOMMENDATIONS:

A. The Personnel Department in each facility will be responsible for implementing, no later than December 31, 1977, an active program to recruit blacks to fill positions in the affected job categories. The program shall include:

1. A listing to be updated yearly of all organizations and educational institutions with at least 60% black membership including contact persons in those organizations. A list for the total state shall be developed by the Central Office no later than October 31, 1977, and each facility will be responsible for supplementing that list with area or regional organizations.
2. Procedures for making the black community aware of the facility and any positions that become available, which will include notifying all organizations from the above list. Any recruiting for professional or administrative positions should be at least statewide while recruiting for other positions may be limited to the local area.
3. Increased visibility of blacks in the organization and increased contact of potential black employees by:
    a. Establishing a list of black consultants or trainers with expertise relating to various functional areas of the organization, not just to the black experience, and using it when selecting consultants.
    b. Developing practica or internships in specialty areas which allow sufficient length of training to provide students a chance to contribute to the organization.

    c. Where training programs for students exist, requiring that there be black participants.

4. Special efforts to attract blacks to facilities (especially those facilities in outlying areas), such as lengthening the standard interview to provide time for the applicants to acquaint themselves with the facility, introducing the applicants to Superintendents and others in management positions, providing aid in finding housing, securing loans, and developing community contacts.

5. Documentation of recruiting done to fill specific jobs to include:
    a. All copies of letters, notices and record of contacts made to fill a specific job filed in a central location.
    b. Results of any specific recruitment effort.
    c. A quarterly report, to all persons involved in recruiting, of the results and changes needed.

B. Development and implementation no later than March 31, 1978, of policies and procedures which establish a uniform hiring process. This shall include:

1. A procedure for publicizing all job openings both internally and externally and a policy which enforces a 15-day waiting period before hiring can be done.

2. A policy to be established and/or enforced which requires that all inquiries for employment be directed to the Personnel Office and all applications originate at the Personnel Office.

3. A policy that requires that all applicants for a position at the Official and Administrator level be screened by designated person or persons to determine their sensitivity to racial issues.

4. A Quarterly report of all applications received, including race of the applicant and the actions taken. The report is to be used for monitoring and evaluating the hiring process.

C. Eliminate racism in the hiring process by:

1. Evaluating all job descriptions in the affected job categories and making changes needed to insure that the requirements do not reflect any bias.
2. Developing a training program which educates those involved in the hiring process to sensitize them to black applicants to help them eliminate any bias in selection and to make clear the policies and procedures for hiring.
3. Require that all personnel whose responsibilities include hiring take the training program pending its approval by the Department of Personnel.
4. Establish a policy which requires that where a black meets at least the minimum qualifications for a job he/she will be hired.
5. When a black is hired with only the minimum qualifications, in-service training as approved by the Department of Personnel should be provided after 6 months and special assistance given to develop further competence.

GOAL: By June 30, 1980, the organization will show equal opportunity for advancement by employing a systematic method of promotion; will have achieved a decrease of 60% in underemployment of blacks; and will have eliminated any discrepancies between job responsibilities and compensation for blacks.

RECOMMENDATIONS:

A. A system for promotions will be developed and implemented in all facilities by January 1, 1978. This system will include:

1. A list of black employees in each facility in jobs not currently covered by Civil Service regulations for promotion, who are underemployed or due for promotion, and the positions for which they are

qualified. This list will be developed by a study conducted by the facility Personnel Department, to be completed no later than December 31, 1977, and shall be updated monthly thereafter.

2. A policy that when a position becomes available, one of the persons from the above list will be chosen; if one cannot be selected from this list, than a black should be recruited to fill that position.

B. By March 30, 1978, each facility will have developed a plan to be implemented no later than December 31, 1978, which includes a study to determine the number of blacks, in comparison with the number of whites, who are performing job responsibilities for which they do not hold appropriate titles or receive proper compensation, as well as the corrective actions to be taken.

C. By December 31, 1977, equal access to all in-service and out-service training will be assured by:

1. Establishing procedures to inform all employees of training opportunities.
2. Keeping records which indicate by race the number of types of requests for training and the reasons for selection or rejection.
3. Monitoring the training records and evaluating the selection process.
4. Developing corrective actions where necessary.

GOAL: By June 30, 1980, all employees who have been employed by the Department for longer than six months will have attended training sessions designed to teach employees new behaviors in race relations. In addition, a schedule for future training will be set.

OBJECTIVE:

1. By December 31, 1978, all employees in a facility who are in administrative or supervisory positions will have received race relations training (except for those appointed after November 1, 1978).

2. By June 30, 1979, 50% of all employees in non-supervisory positions, plus all other employees appointed to administrative or supervisory positions between November 1, 1978, and June 1, 1979, will have received race relations training.

3. By December 31, 1979, all employees who have been employed by the facility longer than six months will have received race relations training.

4. After December 31, 1979, all new employees in the facility will receive race relations training within nine months of their employment.

RECOMMENDATION:

By June 30, 1978, based on approval of the Department of Personnel, each facility will have designed an in-service training program in race relations using the following guidelines:

1. Topics included will be:
    a. Cultural and Racial Differences
    b. How Racism Operates
    c. Examination of Racial Attitudes
    d. Changing Behavior
2. All those involved in the training will be given the opportunity for maximum participation.
3. The training is focused on providing the employees the opportunity to work together to solve problems.
4. The training program is designed to fit the specific needs of that facility.
5. Follow-up activities are provided so that where needed, further training is conducted.

GOAL: By December 31, 1977, each facility will have a clearly understood and operational procedure for dealing with racial complaints.

RECOMMENDATIONS:

A. In cases where facilities do not have an established system for dealing with racial complaints, a system be developed and implemented by December 31, 1977.

B. All facilities will provide to each present employee a copy of the procedures for dealing with racial complaints by December 31, 1977, and to each new employee during orientation.

C. The system for racial complaints shall include documentation of all complaints and the actions taken.

GOAL: The Affirmative Action Goals set in the Central Office will be revised and updated yearly, publicized to all employees, and priority will be given to eliminating racial disparity.

RECOMMENDATIONS:

A. Consideration by the Commissioner will be given to establishing an Affirmative Action Office in each facility and Central Office by July 1, 1978. The responsibilities of this office will include:

   1. Setting the goals and developing the Affirmative Action Plan. At the Central Office, this responsibility will include Department-wide goals to be in compliance with the State Affirmative Action Plan, and at the facility level, the plan must comply with the Departmental Plan.

   2. Monitoring compliance with Affirmative Action policies and procedures. The Affirmative Action Office will be staffed by a full-time Director of Affirmative Action and a full-time secretary. The Director of Affirmative Action will be an

administrative line position which reports directly to the Commissioner or Superintendent. The qualifications for this position shall include:

1. Sensitivity in dealing with racism and issues of race, with first priority given to hiring a black.
2. At a minimum, two years experience in dealing with issues of race and/or racism.
3. Experience in planning and implementing organizational change.
4. Ability to be decisive, to express ideas clearly, concisely, and convincingly, and to establish and maintain good working relations.

The responsibility of all Affirmative Action Directors will include:

1. Directing the development of an Affirmative Action Plan.
2. Developing and implementing a system of monitoring the Affirmative Action Plan.
3. In situations where the Affirmative Action Plan is not carried out, consulting with those responsible to work out solutions.
4. Participating in screening all prospective employees for positions in the category of Officials and Administrators, to determine their sensitivity to racial issues.
5. Conducting exit interviews with black employees using a standardized exit interview format as designated by the Central Office.
6. Coordinating any Affirmative Action training.
7. Monitoring racial complaints.
8. Preparing quarterly reports to be sent to the Central Office and all other designated offices or persons.

In addition, the responsibilities of the Director of Affirmative Action for the Central Office will include:

1. Coordinating all Affirmative Action activities in the Department.
2. Providing technical assistance to the Affirmative Action Directors in the facilities.

B. Until such time as there is a full-time position filled by a Director of Affirmative Action, the person designated as Affirmative Action Coordinator in the Central Office and each facility will be responsible for:

1. Establishing procedures for operationalizing the Affirmative Action Goals.
2. Publicizing Affirmative Action policies and procedures to all employees.
3. Monitoring and evaluating Affirmative Action activities.

C. All Affirmative Action Coordinators will receive orientation to Affirmative Action concepts and responsibilities by October 31, 1977, provided by the Central Office Affirmative Action Coordinator under any guidelines already established by the State Office of Affirmative Action.

Essentially we came out of the Superintendents' Meeting with the following agreements: 1) The goals as presented must be met; 2) the recommendations are negotiable; and 3) the committee structure is negotiable. (The term negotiable as used in items 2 and 3 means said recommendations are operative until such time as viable alternatives are presented and agreed upon).

Evaluation Criteria

The Minority Research Staff outlined criteria to be used in evaluating the plans. This outline was distributed to each Superintendent in September, 1977.

Specifically, the staff proposed to look at each plan to determine the following:

1. Does it describe methods through which the goals can be met?

2. Does it cover the recommended actions or provide viable alternatives to those recommendations?
3. Is there a means by which the intent of the plan and the commitment to eliminate institutional racism can be communicated throughout the facility?
4. Does it show how the plan will be operationalized?

More specifically, concerning the last criterion, the staff looked for the following:

1. A restatement of the goals and any objectives which show further the way a facility will meet a specific goal;
2. A series of action steps to be taken to achieve the goals and objectives. There may be more than one action step for each goal and each action step may have a series of activities to complete that action. The action step should be outlined in enough detail to show the following:
    a. time frame (when started, when completed);
    b. person(s) involved (who is responsible, who carries out action, who is affected by action);
    c. communication (how any new procedures, programs or policies that result from actions will be communicated to employees);
    d. monitoring (how actions will be measured, what records or documentation will be kept, who is responsible, when will actions be reviewed, how will information be fed back to improve and modify goal achievement).
3. A description of the present activities which are related to a specific goal and how they fit with the planned activities.

In short, the staff looked step by step into procedures for accomplishing the goals in as much detail as possible.

The plans were not received according to the established timetables. Considerable technical assistance, prodding, and finally an additional request by the Commissioner was necessary prior to receiving all plans. Further, each plan required revisions prior to final approval. By October 1, 1978, all plans had been approved.

Variables Related To Implementation of Change

The implementation of plans relies heavily on cooperative efforts within a given facility as well as the Central Office. It involves the development of new policies and procedures and in some instances operationalizing existing ones.

Within the Central Office, special emphasis was placed on utilizing appropriate personnel, in addition to the Minority Research Staff, for leadership in overall plan development. For example, the Director of Training assumed responsibility for the development of a Quarterly Training Activities Report necessitated by requirements specified in Goals 1 and 3. This report is distributed to facilities by the Training Section and returned to them quarterly. The form is then forwarded to Minority Research for review and comment. This Section also coordinated the development of Goal 3 with facility Training Coordinators.

The Minority Research Staff coordinated the development of the Central Office Plan of Compliance. Again, emphasis was placed on utilization of key personnel within the various divisions to develop and implement the plan (i.e. Training, Personnel, Program Evaluation).

The basic premise of the implementation phase of the project was based on the assumption that people in the Department would begin to work on eliminating racism in their respective facilities if problems are identified in a way that clarifies issues rather than obscures them. Therefore, a structure was provided through which the change effort could proceed toward resolution of the problems.

An important facet related to the implementation of change was the development of a system for monitoring the plans to eliminate racism. The Division of Planning and Evaluation, Program Evaluation Section (TDMHMR), was consulted and worked closely with the Minority Research Staff in developing a system. The eventual format was very similar to that used by the Division in their monitoring activities. (See Appendix B).

Essentially, three (3) documents were developed and utilized:

1) a procedural guideline,
2) pre-site visit questionnaire, and
3) on-site information documentation requests.

The procedural guidelines and pre-site questionnaire were formally presented during a Quarterly Superintendents' Meeting (Summer, 1978). Both were revised in response to comments by Superintendents. Throughout the developmental phase, emphasis was placed on utilizing existing sources of information, to avoid duplication of requests by the Central Office for information from facilities.

Two (2) monitoring site visits were scheduled during the last project year. Representatives from the Division of Planning and Evaluation participated in six (6) of the first series of site visits. The expected outcome was the eventual takeover of this function upon termination of the grant. However, this expectation was changed at the request of the Assistant Commissioners of Administrative Services and Planning and Evaluation. The former felt that the Personnel Section (which is located within the Division of Administrative Services) should assume the ongoing monitoring function for the project.

The first series of visits took place from November, 1978, through December, 1978. The second series was completed in April, 1979.

The results of the visits are as follows:

1. The eight MHMR facilities and Central Office maintain a current operational recruiting list of organizations and educational institutions with at least a 60% black membership. With the

exception of Central Office, all facilities routinely utilize the list for recruiting purposes.

2. The eight MHMR facilities maintain current quarterly reports of recruitment activities which specify where and when position announcements, flyers, etc. are sent.
3. The eight MHMR facilities maintain current quarterly reports of job application flow. This report is distributed to appropriate personnel.
4. The eight MHMR facilities maintain current monthly reports of requests for in-service and out-service training by race. These reports are forwarded to the Central Office Training Section.
5. The eight MHMR facilities and Central Office have a current list of black consultants. This list is utilized in varying ways and contains names of potential consultants as well as those currently utilized.
6. The eight MHMR facilities and Central Office have in current operation a racial complaint system.
7. The eight MHMR facilities maintain quarterly reports specifying promotions according to race.
8. The eight MHMR facilities and Central Office have a designated Affirmative Action Coordinator. This is not a full-time position.

Implementation Problems

Although the change process was fully implemented and monitored for compliance, certain intervening variables complicated the process. The two most pressing relate to Civil Service and the resignation of the Commissioner of TDMHMR in 1978.

When the change plan was developed, certain jobs were not covered by Civil Service regulations. However, this changed and by May, 1978, all jobs became subject to Civil Service regulations with the exception of executive grade positions, (i.e., Directors, Assistant Commissioners, Commissioner).

Another complicating factor was the change in leadership of the Department precipitated by the resignation of Commissioner Harold W. Jordan, M. D., who also served as Principal Investigator of this project. He resigned in January, 1978.

Concurrent Activities

Concurrent with the implementation phase, emphasis was placed on disseminating project information. We responded to requests from the Tennessee Departments of Public Health, Personnel, Employment Security, Human Development Commission, and the Office of Minority Affairs of the Tennessee General Assembly. In addition, interim project reports were prepared for the Tennessee and National Black Caucuses. The staff also prepared articles which appeared in the official publications of the TDMHMR and Human Development Commission.

The Minority Research Staff also responded to requests for assistance from agencies and organizations outside of Tennessee. Examples of the diversity included the Texas Department of Mental Health and Mental Retardation, Austin, Texas; Beaumont State Center for Human Development, Beaumont, Texas; Anti Defamation League of B'Nai B'rith, New York, New York; and Leopold and Associates of Chicago, Illinois. In the latter case, information provided will be used to produce a personalized follow-up program in EEO for Tennessee State Government.

The staff attended conferences, workshops and professional meetings in various parts of the United States. This involvement provided opportunities to learn as well as to share information regarding our efforts.

The most ambitious effort of the Minority Research Section was the planning of a National Research Dissemination Conference in March, 1979 (see Appendix C).

Papers and Presentations

Listed below are selected papers and presentations of the Minority Research Staff:

1. "Racial Equality in Mental Health Care", National Association of Human Rights Workers, October, 1976.
2. "Psychological Dynamics of Racism", Tennessee State University, Sociology Club, November 17, 1976.
3. "Making Managers Aware of Key Issues in Affirmative Actions", American Society for Training and Development, Atlanta, Georgia, June, 1977.
4. "Institutional Racism and Social Service Administration", Annual Conference of the National Association of Social Workers, Tennessee Chapter, Nashville, Tennessee, October, 1978.
5. "Institutional Racism and Social Services", Fourth Annual Legislative Retreat, sponsored by Black Caucus, Tennessee General Assembly, Crossville, Tennessee, October, 1978.
6. "Administration in Minority Matters", Alcohol and Drug Abuse in Mental Health Administration, October, 1978.
7. "The Impact of Institutional Racism on Employment Practices in a Mental Health Setting", Mental Health Services for Blacks: Problems and Prospects, Urban Resources Center, Texas Southern University, Houston, Texas, March, 1979.
8. "A Diagnostic Paradigm for Eliminating Institutional Racism", Organizational Change: Toward a Just Society, Tennessee Department of Mental Health and Mental Retardation, Nashville, Tennessee, March, 1979.

A PARADIGM FOR DIAGNOSING INSTITUTIONAL RACISM

One of the proposed outcomes for this project was the development of a diagnostic system that measured and defined institutional racism. As described in a subsequent section of this report, the initial proposal envisioned critical incident technology as the primary approach. Specifically, this approach would yield a behavioral checklist (IRC) as the essential solution model. However, an analysis of the checklist, specified in a preceding portion of the paper, led to the following conclusion regarding the IRC:

1. Given the conceptual framework of racism as systemic and institutional, the IRC appears to reflect the general climate in each facility, rather than explicitly delineating the parameters of institutional racism or providing an operational definition.
2. The IRC, while pinpointing some behaviors which compose a facility's racial climate and which may be related to an institutionally racist system, does not in itself appear to suggest clear-cut methods for improving the situation.

It was subsequently concluded that the IRC may have considerable value in organizational diagnosis when used as part of a diagnostic system, including policy analysis, interviews, employee printouts, rather than when used in isolation. A decision was then made to develop a diagnostic paradigm which measures and defines institutional racism with the IRC as one component.

The paradigm for identifying the presence of institutional racism in mental health facilities, which will be described, attempts to make the distinction between biases which stem from variables such as sex, class, and race, and those which stem from personal, idiosyncratic biases. This is accomplished primarily through utilization of a variety of types of indicators. Failure to promote qualified black employees in the same proportion as white employees, for example, may or may not indicate the presence of institutional racism. If this occurs, however, and a variety of other kinds of occurrences and circumstances operate to the detriment of minority employees, then the existence of institutional racism can be inferred. Proof that institutional racism exists must be implied by the weight of the evidence rather than directly established.

Sixteen indicators are used in the proposed paradigm. These indicators rely on both objective and subjective data in an attempt to evaluate both the conditions of employment and the perceptions mental health staff have of those conditions. It would be ideal to be able to state categorically that the presence of X number of indicators in a given mental health facility points conclusively to the existence of institutional racism. Unfortunately, our own attempts to use this paradigm have revealed that some of the information necessary to implement the paradigm is not readily available. In some instances, the system of record-keeping is not adequate; in other instances, access to the information may be denied. A given organization must therefore make its own judgment as to how many indicators are necessary to suggest the presence of institutional racism, in comparison with the total number of indicators for which adequate measurement can be obtained.

Presumptive evidence for the existence of institutional bias would be shown by the following indicators:

1. Over- or under-representation of minority employees in some Job Categories.

   Example: Blacks over-represented in unskilled positions and under-represented in managerial and administrative positions. Discrepancies in the proportions of racial groups employed at various levels will not by themselves suggest instituional racism. It must be shown that individuals qualified for the various levels of employment are available in similar proportions for both races.

2. Consistent over- or under-employment of minority employees in terms of matching individual job qualifications (i.e., education, training, experience) with Job Category.

   Example: Qualifications of employees at different levels of employment should be similar for all employees. If the mean education of black Aides is MA degree, while the mean education of white Aides is 12th grade, a systems bias may exist. Careful analysis should be made to ascertain the extent to which extrinsic factors, such as differential job market opportunities for blacks and whites, may be contributing to the situation.

3. Employee evaluations which show consistent biases in favor of or against a particular race.

   Example: A single black Nurse and a single white Nurse with similar qualifications of training and experience may well receive different evaluations, based on their personal characteristics. When groups of black and white nurses with similar qualifications are compared, the laws of probability would suggest that both groups will contain persons with positive and negative personal characteristics in similar proportions. Consistently lower evaluations of black Nurses would suggest a non-chance effect.

4. Race effects in the degree of agreement between employees and their supervisors on the employee evaluations.

   Example: Black employees evaluated by white supervisors should, on the average, show no more and no less agreement with their evaluations than do white employees evaluated by white supervisors. Again this indicator gains validity and credence if the black and white employees can be matched in terms of job qualifications for purposes of comparison.

5. Race effects in the type of employment actions taken.

   Example: Promotions, terminations, disciplinary actions, and resignations of blacks and whites with similar qualifications and employed at similar job levels, should occur in roughly equal proportions.

6. Differential access of black and white employees to in-service training.

   Example: Opportunities to advance through on-the-job training programs should be available at all levels. A systems bias is most clearly indicated if in-service training programs are offered less frequently in those Job Categories where most of the employees are black than in those Job Categories where most of the employees are white.

7. Differential enrollment in available in-service training programs, where such enrollment is the result of recruitment.

   Example: Workshops are held for nurses with limited capacity for enrollment. Ten percent of the black nurses and 40% of the white nurses are recruited for participation.

8. Lack of adequate mechanisms to handle employee grievances which allege discrimination based on race, OR failure to implement such mechanisms when they exist.

   Example: Failure to render decisions in race-related grievances, or no response at all to race-related grievances would each be ways in which this indicator might be demonstrated.

9. Consistent settling of race-related grievances in a manner which finds against the minority grievant.

   Example: In a 3-year time period, 20 grievances alleging racial discrimination are filed. Decisions go against the grievant 18 times. Obviously it is possible that these may all be impartial and unbiased decisions. Such a result, however, would have low probability of occurrence on the basis of chance.

10. Lack of policies, procedures, and/or programs designed to facilitate employee relations, particularly in those Job Categories with high potential for racial friction and discrimination.

    Example: This is essentially a question of the extent to which any policies, procedures, and programs exist (e.g., human relations workshops), and the extent to which they reach all employees. If such programs do exist, but draw their enrollment from Job Categories with either race under-represented, the effect of the programs is blunted and may represent a systems discrepancy.

11. Failure to actively recruit minorities for all Job Categories.

    Example: It is well known that methods of recruitment differ for different jobs. Perhaps less well known, or at least less frequently acted upon, is the fact that it is often necessary not only to use different methods but also to recruit in different places in order to reach minority applicants. Recruitment announcements which go to predominantly white schools but not predominantly black schools, failure to advertise positions in black newspapers, on black radio stations, etc., represents an institutional bias.

12. Use of hiring criteria which are systematically biased against minorities OR which are different for different racial groups.

    Example: Black Aides are required to have had prior experience in a mental health facility; white Aides are not. Documentation of such a discrepancy is likely to be difficult to obtain.

13. Consistent hiring of non-minority applicants when there is a choice between such applicants and similarly qualified minority applicants.

    Example: During a given period of time, 8 black social workers and 8 white social workers, all new graduates, apply for jobs. Four white social workers and no black social workers are hired.

14. Lack of a formal Affirmative Action plan.

Example: Verbal commitment to Affirmative Action, but no specific, written procedures for implementation.

15. Employees (in significant numbers) who perceive race to be the principal variable which determines their relationship with the organization.

Example: This could best be determined by asking a series of questions about the employment environment and personnel interactions. If race is viewed as a significant factor in a variety of circumstances, systems bias may be indicated.

16. Administrators who view race as an important functional variable within the organization.

Example: This will require perceptive and sophisticated assessment through interviews or questionnaires, since it is unlikely that administrators will freely admit to the existence of any bias within the organization which is due to race.

This paradigm requires the examination of statistical data on employees, policies and practices, and perceptions of professional and non-professional personnel. Basically, the items of information necessary to implement the paradigm can be classified into 5 categories. The items, however, are not presumed to be independent and may well show correlations, just as there is likely to be correlation among the indicators. The categories and specific information items are as follows:

Category A - Demographic Information

Item 1: Total number of employees, by race

Item 2: Number employees in each Job Category, by race

Item 3: Educational level of employees, by race and Job Category

Item 4: Race, educational level, and position applied for by all applicants within a specified time period

Item 5: Race, educational level, and Job Category of all applicants hired from the pool of applicants in Item 4

Category B - Job and Performance Factors

Item 1: Types of evaluations received and extent of rater-ratee agreement, by race, Job Category, and type of evaluation form

Item 2: Employment actions (resignations, transfers, promotions, terminations, demotions, and disciplinary actions), by race and Job Category

Item 3: Employee Exit Interview

Item 4: Opportunities for in-service training within Job Categories

Item 5: Actual in-service training of employees, by race and Job Category

Item 6: Method of recruitment for in-service training

Category C - Employer-Employee Relations

Item 1: Disposition of grievances, by type of grievance and race of grievant, for a specified period of time

Item 2: Procedures used to develop, maintain, or improve employer-employee relations

Category D - Administrative Procedures

Item 1: Recruitment and hiring procedures

Item 2: Description of Affirmative Action Plan and assurance of equal opportunity

Item 3: Description of grievance mechanism

Category E - Organizational Climate

Item 1: Employee perceptions of organizational climate (We have considered using a revision of our previously developed "Institutional Racism Checklist" for this purpose)

Item 2: Administrators' perceptions of organizational climate (Here again, a checklist and/or interview might be used)

In most instances, the information sought should already be available in State or facility statistical reports, personnel files, policy manuals, etc. Once the information is assembled, however, the real task -- that of proper analysis and interpretation -- begins.

In order to turn the items of information into indicators of institutional racism, a variety of analytic procedures must be utilized. Consider Indicator #4, "Race effects in the degree of agreement between employees and their supervisors on employee evaluations." The question here is whether or not race is related to the consensus of supervisors and employees with regard to the employee's evaluation. The analytic procedure would involve the following steps:

1. Determine whether or not supervisor and employee agree on the employee's evaluation, and if not, whether the employee thinks his/her rating is correct, too high, or too low. Except for those employees who receive the highest possible evaluation (whom you may wish to consider in a separate analysis), this gives the possibility of three "agreement" categories.
2. Perform two separate 2 x 3 Chi Square contingency tests, with race of employee as one variable, supervisor-employee agreement as the second variable. The two separate Chi Squares result from the following combinations: black supervisors evaluating black and white employees, white supervisors evaluating black and white employees. If institutional racism exists, we would expect an association between race of employee and agreement, in the direction of less agreement where supervisors are of different races than employees, with the anticipation that employees would think their rating was too low. Alternatively, this analysis might be done by a series of tests for differences between percentages.

All analyses must try to disentangle personal, idiosyncratic bias from institutional bias. For this particular indicator, the possibility exists that lack of agreement may reflect employee over-evaluations of themselves, personal dislikes, etc., rather than institutional racism. This possibility cannot really be eliminated. It can, however, be better controlled if only those employees (of both races) who have similar job qualifications are included in the same Chi Square analysis. In general, this is the kind of process which should be applied to the derivation of all indicators. Where it is not possible to control for the effects of the various intervening and moderator variables (because of small N's, lack of comparability of black and white employees, etc.), extreme caution should be taken in interpreting any result as indicative of institutional racism.

Despite the inability to provide a precise statistical definition of institutional racism, operationally defined by the presence of a specific number or specific percentage of indicators, this paradigm can be used to advantage. First of all, if a particular organization does not have all of the data necessary to assess 16 indicators, the organization should be advised to do what you can. Whether or not institutional racism is present, the presence of even one indicator would point to an area where improvements can be made. Secondly, the paradigm is tremendously flexible. It is proposed to diagnose institutional racism. However, it can be used to diagnose sexism too.

Efforts are still in the exploratory stage regarding testing the validity and reliability of the paradigm. It does closely approximate the methodology of the racism project and is based on experience gained while implementing this study. It is hoped that researchers will test the validity of this model in an organizational setting.

RESULTS

The following discussion is an analysis of the progress achieved in implementing the five (5) goals established to eliminate institutional racism. The discussion is limited statistically to percentages. The design of the goals with established long-range completion dates, coupled with the lack of longitudinal Departmental employment data comparable to that generated by this project, necessitated selection of this approach.

Goals and Recommendations

To organize the massive amount of information generated in this study, the goals are repeated below, followed by a progress report relative to their achievement.

I: By June 30, 1980, the number of blacks in each job category where they are under-represented will have increased. The percentage of black employees in the Professional and Official and Administrator job categories will have increased to a percentage at a minimum equal to the percentage of blacks between the ages of 18 to 62 in the population of the region concerned. In all other categories where there is under-representation, the percentage of blacks should increase to be at a minimum equal to the percentage of blacks in the area.

II: By June 30, 1980, the organization will show equal opportunity for advancement by employing a systematic method of promotion; will have achieved a decrease of 60% in underemployment of blacks; and will have eliminated any discrepancies between job responsibilities and compensation for blacks.

III: By June 30, 1980, all employees who have been employed by the Department for longer than six months will have attended training sessions designed to teach employees new behaviors in race relations. In addition, a schedule for future training will be set.

IV: By December 31, 1977, each facility will have a clearly understood and operational procedure for dealing with racial complaints.

V: The Affirmative Action Goals set in the Central Office will be revised and updated yearly, publicized to all employees, and priority will be given to eliminating racial disparity.

Comparison of 1977 and 1979 percentages in Figure VI indicates that the Department has made substantial progress in its efforts to give black workers equity in proportion to their share of the State population (14%) as specified in Goal I. It should be noted, however, that even though there has been progress in the EEOC categories of Officials and Administrators, Office and Clerical, and Skilled Craft, further progress is warranted. However, we now find that blacks constitute 12% of the workers in the latter two categories and 9% in the former.

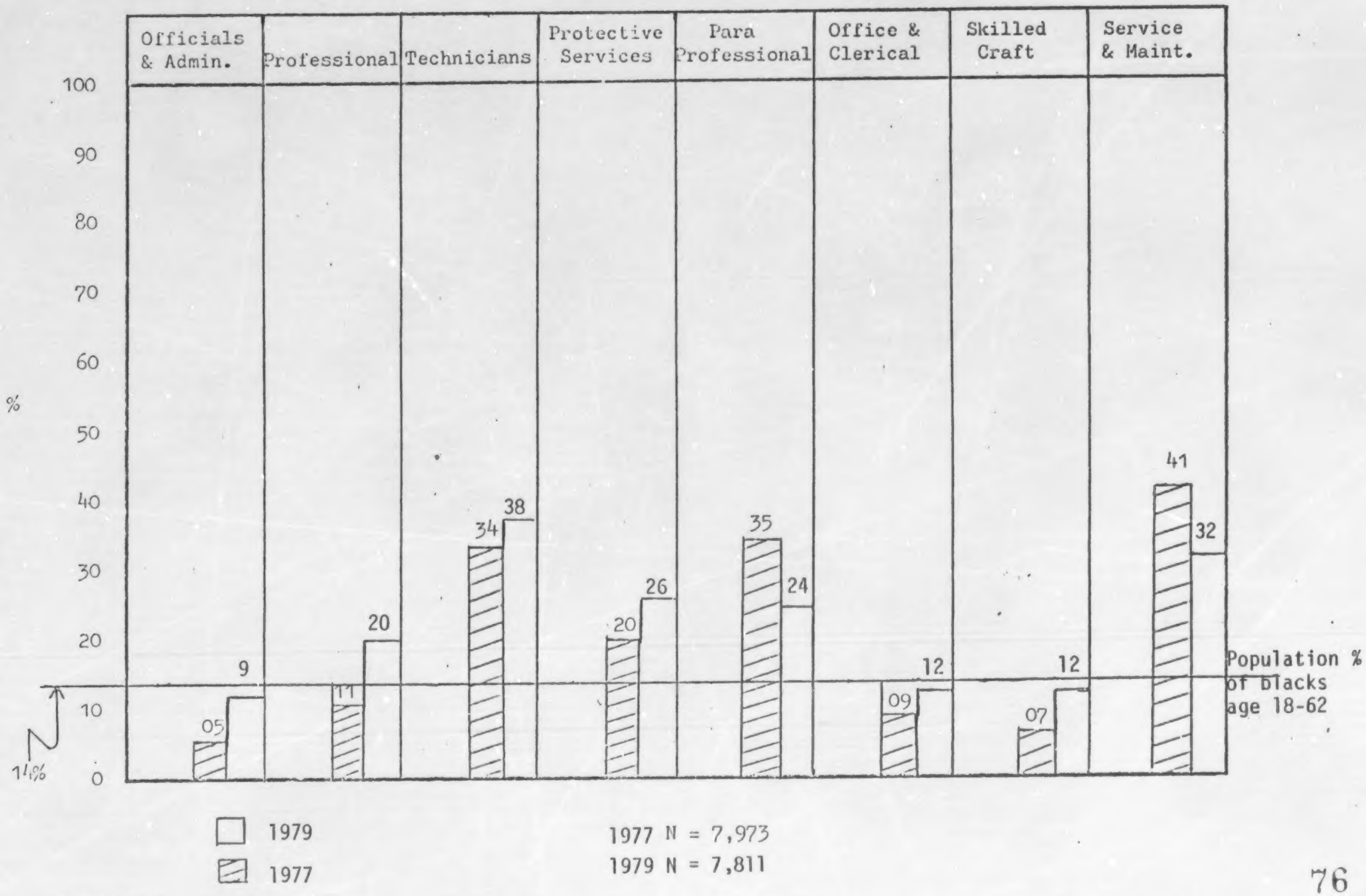
Substantial progress has been made in the Professional category (from 11% in 1977 to 20% in 1979). Blacks were under-represented in this category in 1977 and by 1979 they enjoyed full representation. It was expected that this Goal would be reached in 1980. Given the same rate of achievement, additional improvements can be expected. Of course, this would impact on pay levels and decrease the gap between average pay received by blacks and whites. In addition, increases in this area should provide additional opportunities for promotions into the next highest category. This area warrants closer observation during the next year.

Figure VII indicates the total Departmental breakdown for 1979 (excluding other minorities). It presents information for both blacks and whites for 1979, and is an amplification of Figure VI. It should be noted that blacks were under-represented in the Official and Administrators, Skilled Craft, and Office and Clerical categories.

Table XV and its subsidiary Tables (XV-A through XV-I) indicate the status of black, white and other categories at each of the facilities and relate to goals

FIGURE VI

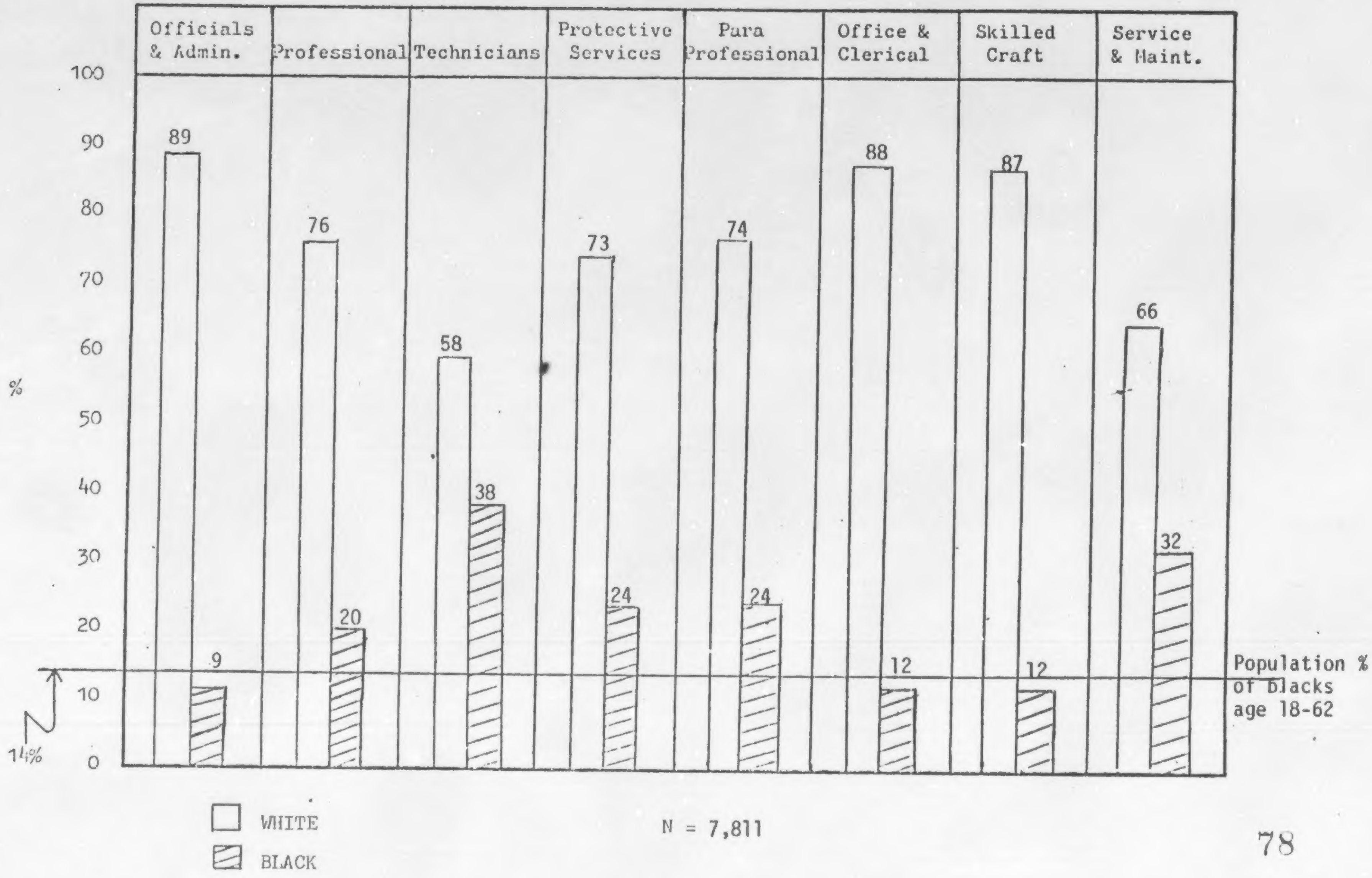
PERCENTAGE OF BLACKS BY JOB CATEGORY
1977 and 1979



1977 N = 7,973
1979 N = 7,811

FIGURE VII

PERCENT OF WHITE AND BLACK
BY JOB CATEGORY
1979



N = 7,811

TABLE XV

EMPLOYMENT BREAKDOWN BY RACE

FOR TDMHMR AGGREGATE (MARCH, 1979)

Job Categories	Total	White -	Percent	Black -	Percent	Other -	Percent
Service & Maintenance	1367	728	53	621	45	18	1
Skilled Craft	267	231	87	31	12	5	2
Office & Clerical	771	675	88	92	12	4	1
Paraprofessional	152	112	74	37	24	3	2
Protective Services	94	69	73	24	26	1	1
Technicians	3736	2179	58	1434	38	123	3
Professionals	1438	1086	76	285	20	67	5
Officials & Administrators	211	187	89	20	9	4	2
GRAND TOTAL	8036	5267	66	2544	32	205	3

I and II. It should be noted that Central Office (Table XV-A) has only a 5% black presence in the Officials and Administrator class, while Arlington (Table XV-B) has 22% and Clover Bottom (Table XV-C) 11%. These data relate to Goals I and II. Substantial progress is needed to ensure that the Central Office will meet these objectives. It is interesting, however, to note the variance across the facilities. Part of the explanation might be due to the different concentration of minorities within the regions. This, however, does not explain the difference found between Central Office and Clover Bottom Developmental Center, both located in Nashville.

Table XVI indicates that minorities are still concentrated in the lower-paying jobs within the Department. However, comparison of percentage changes between 1976 and 1977 and between 1977 and 1978 illustrates substantial changes in incomes of blacks and other minorities. For example, the number of employees making less than $5,999 has declined from 914 in 1976 to 241 in 1978. Of those earning between $8,000 and $9,999, minority share of the income increased from 24.28% in 1976 to 33.88% in 1978. Of those earning between $13,000 and $15,999, minority share increased from 10.14% in 1976 to 14.09% in 1978. Based on our analysis, one may infer that progress has been made toward alleviating the problem of over-representation in the lowest paying job categories (Goal I). However, the situation is declining for those earning between $16,000 and $24,999. There has been a decrease from a high of 16.78% in 1976 to 12.82% in 1978. This is a particularly significant situation because most employees within this range are not subject to civil service rules and regulations. Therefore, the Department certainly has more flexibility relative to dealing with this problem in an affirmative manner.

Table XVII shows new hires in the Department for 1977 and 1978, by income. Analysis of this table reveals that the Department had made some progress in the number of minorities in higher pay classes. For example, in the $13,000 to $15,999 pay class, minority employment went from 11.62% of new hires for 1977 to 18.75% in

TABLE XV-A

EMPLOYMENT BREAKDOWN BY RACE

FOR CENTRAL OFFICE AGGREGATE (MARCH, 1979)

Job Categories	Total	White - Percent		Black - Percent		Other - Percent	
Service & Maintenance	3	1	33	2	67	0	0
Skilled Craft	0	0	0	0	0	0	0
Office & Clerical	54	46	85	7	13	1	2
Paraprofessional	0	0	0	0	0	0	0
Protective Services	0	0	0	0	0	0	0
Technicians	4	4	100	0	0	0	0
Professionals	69	57	83	11	16	1	1
Officials & Administrators	38	36	95	2	5	0	0
GRAND TOTAL	168	144	86	22	13	2	1

TABLE XV-B

EMPLOYMENT BREAKDOWN BY RACE

FOR ARLINGTON DEVELOPMENTAL CENTER AGGREGATE (MARCH, 1979)

Job Categories	Total	White -	Percent	Black -	Percent	Other -	Percent
Service & Maintenance	167	31	19	136	81	0	0
Skilled Craft	19	16	84	3	16	0	0
Office & Clerical	65	55	85	10	15	0	0
Paraprofessional	22	6	27	16	73	0	0
Protective Services	9	5	56	4	44	0	0
Technicians	441	89	20	352	80	0	0
Professionals	168	84	50	84	50	0	0
Officials & Administrators	18	14	78	4	22	0	0
GRAND TOTAL	909	300	33	609	67	0	0

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TABLE XV-C

EMPLOYMENT BREAKDOWN BY RACE

FOR CLOVER BOTTOM DEVELOPMENTAL CENTER AGGREGATE (MARCH, 1979)

Job Categories	Total	White - Percent		Black - Percent		Other - Percent	
Service & Maintenance	135	75	56	60	44	0	0
Skilled Craft	45	37	82	8	18	0	0
Office & Clerical	81	68	84	13	16	0	0
Paraprofessional	14	12	86	1	7	1	7
Protective Services	5	3	60	2	40	0	0
Technicians	646	258	40	384	59	4	1
Professionals	223	135	61	85	38	4	2
Officials & Administrators	18	15	83	2	11	1	6
GRAND TOTAL	1167	602	52	555	48	10	1

TABLE XV-D

EMPLOYMENT BREAKDOWN BY RACE

FOR GREENE VALLEY DEVELOPMENTAL CENTER AGGREGATE (MARCH, 1979)

Job Categories	Total	White	Percent	Black	Percent	Other	Percent
Service & Maintenance	165	157	95	8	5	0	0
Skilled Craft	30	29	97	0	0	1	3
Office & Clerical	84	83	99	1	1	0	0
Paraprofessional	14	14	100	0	0	0	0
Protective Services	6	6	100	0	0	0	0
Technicians	648	597	92	46	7	5	1
Professionals	220	208	95	9	4	3	1
Officials & Administrators	5	14	93	1	7	0	0
GRAND TOTAL	1182	1108	94	65	5	9	1

TABLE XV-E

EMPLOYMENT BREAKDOWN BY RACE

FOR MEMPHIS MENTAL HEALTH INSTITUTE AGGREGATE (MARCH, 1979)

Job Categories	Total	White -	Percent	Black -	Percent	Other -	Percent
Service & Maintenance	79	6	8	73	92	0	0
Skilled Craft	11	8	73%	3	27	0	0
Office & Clerical	65	36	55	29	45	0	0
Paraprofessional	7	2	29	5	71	0	0
Protective Services	8	3	38	5	63	0	0
Technicians	99	52	53	47	47	0	0
Professionals	100	71	71	25	25	4	25
Officials & Administrators	16	11	69	5	31	0	0
GRAND TOTAL	385	189	49	192	50	4	1

TABLE XV-F

EMPLOYMENT BREAKDOWN BY RACE

FOR WESTERN MENTAL HEALTH INSTITUTE AGGREGATE (MARCH, 1979)

Job Categories	Total	White - Percent		Black - Percent		Other - Percent	
Service & Maintenance	218	137	63	80	37	1	1/2
Skilled Craft	44	39	89	5	11	0	0
Office & Clerical	98	88	90	10	10	0	0
Paraprofessional	4	2	50	2	50	0	0
Protective Services	12	7	58	5	42	0	0
Technicians	611	387	63	223	36	1	1/5
Professionals	108	75	69	21	19	12	11
Officials & Administrators	19	17	89	1	5	1	5
GRAND TOTAL	1114	752	68	347	31	15	1

TABLE XV-G

EMPLOYMENT BREAKDOWN BY RACE

FOR MIDDLE TENNESSEE MENTAL HEALTH INSTITUTE AGGREGATE (MARCH, 1979)

Job Categories	Total	White	Percent	Black	Percent	Other	Percent
Service & Maintenance	234	92	39	129	55	13	6
Skilled Craft	52	42	81	6	12	4	8
Office & Clerical	125	110	88	12	10	3	2
Paraprofessional	38	27	71	10	26	1	3
Protective Services	33	26	79	6	18	1	3
Technicians	563	214	38	250	44	99	18
Professionals	222	168	76	32	14	21	9
Officials & Administrators	36	32	89	3	89	1	3
GRAND TOTAL	1303	711	55	448	34	144	11

TABLE XV-H

EMPLOYMENT BREAKDOWN RACE

FOR MOCCASIN BEND MENTAL HEALTH INSTITUTE AGGREGATE (MARCH, 1979)

Job Categories	Total	White - Percent		Black - Percent		Other - Percent	
Service & Maintenance	114	31	27	83	73	0	0
Skilled Craft	15	13	87	2	13	0	0
Office & Clerical	74	68	92	6	8	0	0
Paraprofessional	20	17	85	3	15	0	0
Protective Services	9	8	89	1	11	0	0
Technicians	152	94	62	57	38	1	1
Professionals	120	100	83	11	9	9	8
Officials & Administrators	18	18	100	0	0	0	0
GRAND TOTAL	522	349	67	163	31	10	2

TABLE XV-I

EMPLOYMENT BREAKDOWN BY RACE

FOR LAKESHORE MENTAL HEALTH INSTITUTE AGGREGATE (MARCH, 1979)

Job Categories	Total	White -	Percent	Black -	Percent	Other -	Percent
Service & Maintenance	252	198	79	50	20	4	2
Skilled Craft	51	47	92	4	8	0	0
Office & Clerical	125	121	97	4	3	0	0
Paraprofessional	33	32	97	0	0	1	3
Protective Services	12	11	92	1	8	0	0
Technicians	572	484	85	75	13	13	2
Professionals	208	189	91	7	3	12	6
Officials & Administrators	33	30	91	2	6	1	3
GRAND TOTAL	1286	1112	86	143	11	31	2

TABLE XVI
MINORITY EMPLOYMENT BY INCOME

	TOTAL EMPLOYEES	NUMBER OF MINORITIES	% OF MINORITIES IN RANGE	% CHANGE
		$4,000 - 5,999		
31 Dec. 76	2,404	914	38.	-
31 Dec. 77	1,774	748	42.16	+4.16
31 Dec. 78	427	241	56.44	+14.28
		$6,000 - 7,999		
31 Dec. 76	3,232	1,108	34.28	-
31 Dec. 77	3,106	1,101	35.44	+1.16
31 Dec. 78	3,463	1,386	40.02	+4.5
		$8,000 - 9,999		
31 Dec. 76	1,182	287	24.28	-
31 Dec. 77	1,850	557	30.10	+5.28
31 Dec. 78	2,302	780	33.88	+3.78
		$10,000 - 12,999		
31 Dec. 76	620	76	12.5	-
31 Dec. 77	774	118	15.24	+2.99
31 Dec. 78	1,049	223	21.25	+6.01
		$13,000 - 15,999		
31 Dec. 76	276	28	10.14	-
31 Dec. 77	363	47	12.94	+2.8
31 Dec. 78	383	54	14.09	+1.15
		$16,000 - 24,999		
31 Dec. 76	143	24	16.78	-
31 Dec. 77	187	25	13.36	-3.42
31 Dec. 78	312	40	12.82	- .54
		$25,000 - and above		
31 Dec. 76	94	35	37.23	-
31 Dec. 77	105	41	39.04	+1.77
31 Dec. 78	117	37	31.62	-1.96
		TOTAL EMPLOYMENT		
31 Dec. 76	7,951	2,472	31.09	-
31 Dec. 77	8,159	2,637	32.32	+1.23
31 Dec. 78	8,053	2,761	34.28	+1.96

TABLE XVII
NEW HIRES
BY INCOME

	TOTAL EMPLOYEES	NUMBER OF MINORITIES	% OF MINORITIES IN RANGE	% CHANGE
		$4,000 - 5,999		
31 Dec. 77	1,518	623	41.04	-
31 Dec. 78	905	480	53.03	+11.99
		$6,000 - 7,999		
31 Dec. 77	274	62	22.62	-
31 Dec. 78	756	313	41.40	+18.7
		$8,000 - 9,999		
31 Dec. 77	224	56	25.00	-
31 Dec. 78	149	34	22.81	- 2.19
		$10,000 - 12,999		
31 Dec. 77	201	39	19.40	-
31 Dec. 78	155	25	16.12	- 3.28
		$13,000 - 15,999		
31 Dec. 77	43	5	11.62	-
31 Dec. 78	32	6	18.75	+ 7.13
		$16,000 - 24,999		
31 Dec. 77	34	9	26.47	-
31 Dec. 78	25	8	32.00	+ 5.53
		$25,00 - and over		
31 Dec. 77	23	10	43.47	-
31 Dec. 78	20	2	10.00	-33.47

TOTAL NEW HIRES

31 Dec. 77	2,317	804	34.70	-
31 Dec. 78	2,042	868	42.50	+ 7.80

1978. As mentioned previously, although minorities are under-represented in the $16,000 to $24,999 salary range, evidence indicates an increase in the new hires within this range (5.53%). Accordingly, one may infer that progress is being made to eliminate underemployment of blacks entering Departmental jobs.

Table XVIII (turnover according to pay class) addresses the problem of retaining employees in all pay classes. In almost all pay classes, the percentage of minority terminations was greater in 1978 than in 1977. The $16,000 - $24,999 range was an exception to this trend. The pay classes for which minorities comprised their highest termination percentages were at both extremes of the distribution. A variety of hypotheses might be generated to explain this finding.

Table XIX displays information concerning promotion of minorities across pay classes. Analysis indicates that the Department is making progress toward elimination of underemployment via promotions. For example, of those earning between $8,000 and $9,999, the minority share of promotions has increased from 25.6% for 1977 to 42.2% for 1978. The total minority share of promotions has increased from 26.36% for 1977 to 36.4% for 1978.

Goal III concerns Human Relations Training. All facilities and the Central Office have implemented "Boomerang" for supervisory personnel. This is a management training program designed to assist employers in training front-line supervisors and managers in the requirements of Federal laws prohibiting discrimination. "Boomerang" is structured to be presented in four training sessions, each approximately two hours long. Another Human Relations Program for all employees is in the last phase of the developmental process. This program is designed as an in-service training program in race relations to provide employees the opportunity to work together to solve problems. It consists of four two-hour modules. Meetings were held with facility coordinators in developing this program, with various facilities assuming leadership for development of specific modules. On November 14-15, 1978,

TABLE XVIII
MINORITY TERMINATIONS
BY INCOME

	TOTAL NUMBER	TOTAL MINORITIES	% OF MINORITIES	% CHANGE
		4,000 - 5,999		
31 Dec. 77	1,365	545	39.92	–
31 Dec. 78	837	412	49.22	+ 9.30
		5,000 - 7,999		
31 Dec. 77	589	136	23.08	–
31 Dec. 78	923	329	35.64	+12.56
		8,000 - 9,999		
31 Dec. 77	223	38	17.04	–
31 Dec. 78	273	70	25.64	+ 8.60
		10,000 - 12,999		
31 Dec. 77	170	16	9.41	–
31 Dec. 78	195	22	11.28	+ 1.87
		13,000 - 15,999		
31 Dec. 77	54	5	9.25	–
31 Dec. 78	64	6	9.37	+ 0.12
		16,000 - 24,999		
31 Dec. 77	36	10	27.77	–
31 Dec. 78	25	5	20.00	- 7.77
		25,000 and above		
31 Dec. 77	21	8	38.09	–
31 Dec. 78	22	10	45.45	+ 7.36
		TOTAL TERMINATIONS		
31 Dec. 77	2,458	758	30.83	–
31 Dec. 78	2,339	854	36.57	+ 5.68

TABLE XIX
MINORITY PROMOTIONS
BY INCOME

	TOTAL NUMBER	TOTAL MINORITY	% OF MINORITY	% CHANGE
		4,000 - 5,999		
31 Dec. 77	492	188	38.21	
31 Dec. 78	134	54	40.29	+ 2.08
		6,000 - 7,999		
31 Dec. 77	377	80	21.22	-
31 Dec. 78	589	243	41.25	+20.03
		8,000 - 9,999		
31 Dec. 77	250	64	25.60	-
31 Dec. 78	225	95	42.22	+16.6
		10,000 - 12,999		
31 Dec. 77	149	19	12.75	-
31 Dec. 78	190	49	25.78	+13.03
		13,000 - 15,999		
31 Dec. 77	82	12	14.63	-
31 Dec. 78	70	13	18.57	+ 3.94
		16,000 - 24,999		
31 Dec. 77	44	2	4.54	-
31 Dec. 78	48	3	6.25	+ 1.71
		25,000 and above		
31 Dec. 77	17	7	41.17	-
31 Dec. 78	9	4	44.44	+ 3.27
		TOTAL EMPLOYMENT		
31 Dec. 77	1,411	372	26.36	-
31 Dec. 78	1,265	461	36.44	+10.08

the group met to test the modules. Revisions are currently being made prior to full implementation.

The Department was delayed in development and implementation of a Racial Complaint System (Goal IV). The Goal specified achievement by December 31, 1977. Some facilities were unable to agree on procedures and full implementation did not occur until December, 1978. Since then, the number of racial complaints has been few. Between October of 1978 and February of 1979, three (3) persons used the system. Twenty-three (23) employees filed other grievances within this period. It will be interesting to note whether or not the number of complaints increases as the procedure becomes more well established.

All facilities have Affirmative Action Plans and Coordinators as specified in Goal V.

In summary, it is apparent that TDMHMR is making progress in achieving some of its goals and objectives vis-a-vis institutional racism.

Note the following statistics:

1. Of all employees, 25.3% (2,042) were new hires; of these, 42.5% (868) were minorities.
2. Of all employees, 15.7% (1,265) were promoted; of these, 36.44% (461) were minorities.
3. Of all employees, 29% (2,339) were terminated; of these, 36.51% (854) were minorities (this is their proportion in the Department).

All of the above figures tend to indicate progress in achieving genuine equality of opportunity.

Significant gains are evident relative to providing black workers equity, particularly in the Professional job category where blacks now represent 20% of the total employees. Substantial progress is also noted in incomes of blacks and other minorities with a decrease of blacks and other minorities in the lower paying jobs and steadily increased representation in better paying levels. Minorities are also increasingly being promoted across pay classes with the exception of the $16,000 - $24,999 range.

CONCLUSIONS

The Department of Mental Health and Mental Retardation has made substantial progress in its efforts to identify and eliminate institutional barriers to equality. The employment situation of blacks within the Department has shown a steady improvement since the establishment of the Minority Research Section and the resulting plans to eliminate institutional racism. The goals have not all been achieved as of this writing; however, it was not expected that the majority would be achieved until 1980. Long-term, deeply ingrained problems will not be solved by short-term simplistic solutions. Nevertheless, it is evident that continued implementation of the plans should result in the achievement of the five (5) Goals according to the established timetables.

The present Commissioner of TDMHMR has articulated support for continuance of the efforts begun in 1976. The most significant issue which must be resolved revolves around the area of accountability. Specifically, how will the functions of the Minority Research Section be transferred upon termination of the Racism Grant (May 31, 1979). The Commissioner has expressed sensitivity and concern for this issue. Consequently, a three (3) month extension of the project has been requested to deal with this transition as well as other concerns.

A Diagnostic Paradigm to Eliminate Institutional Racism is being put forth as our model of organizational diagnosis and change. It was developed as an alternative to the use of Critical Incident Technology, which did not wholly achieve the desired results.

The paradigm can be used to advantage by other organizations. If an organization does not have all the necessary data to assess the sixteen (16) indicators, the presence of even one would point to an area where improvements can be made. It is our hope that some other organization will replicate our findings by testing its validity in an organizational setting. This would further document the significance of this study in developing a comprehensive model that provides a unique capability to diagnose, change and explain conditions which perpetuate institutional racism.

Finally, it is hoped that the TDMHMR will evaluate the project outcome after the last designated goal completion date (June, 1980). It is only then that an overall assessment will be possible relative to the success of this Department in its efforts to eliminate Institutional Racism.

APPENDIX A

Institutional Racism Checklist. Effective items are marked E. Ineffective items are marked I. Scoring for the last item in the checklist (OVERALL) appears to the left of each answer.

HUMAN DEVELOPMENT STUDY

It would help us in our research if you would give us some background information. BEFORE YOU BEGIN THE CHECKLIST ON THE NEXT PAGE, please check one box for each of the following:

DO NOT WRITE YOUR NAME

A. SEX

☐ Male

☐ Female

B. RACE

☐ White (Caucasian)

☐ Black (Negro)

☐ Other: please specify ____________________

C. AGE

☐ 24 years or less

☐ 25 to 34

☐ 35 to 44

☐ 45 to 54

☐ 55 or over

D. HIGHEST LEVEL COMPLETED IN SCHOOL

☐ No high school diploma

☐ High school or GED diploma

☐ Certification (Vocational or AA Degree)

☐ College Degree

☐ Advanced Degree

E. HOW LONG HAVE YOU BEEN WORKING FOR THE TENNESSEE DEPARTMENT OF MENTAL HEALTH AND MENTAL RETARDATION

☐ Less than 6 months

☐ From 6 months to 2 years

☐ From 2 years to 5 years

☐ From 5 years to 10 years

☐ More than 10 years

HUMAN DEVELOPMENT STUDY
INSTITUTIONAL RACISM CHECKLIST

DO NOT PUT YOUR NAME ON THE CHECKLIST!

The statements below describe certain actions and practices which could happen in any organization. Put a check mark by any statement below which you know has happened here at this facility in the last year (12 months). If it has not happened do not check it.

E 1. Management has encouraged both blacks and whites to take training courses.

I 2. A white heard about a job opening through the grapevine, but a black did not hear about the same opening because it was not advertised.

I 3. A black was not promoted because the white workers said they would not take orders from a black boss.

I 4. A supervisor tried to stop black and white workers from being friendly with each other.

E 5. A white and a black have been friendly enough to talk and joke with each other about race.

I 6. Some supervisors went out of their way to give privileges to black workers that they didn't give to white workers.

I 7. A black completed some suggested training and education programs but was still not given a better job.

E 8. A black worker asked a question about his job and a white supervisor took time to explain it.

E 9. Management held social and recreational activities, like ball games and parties, and encouraged black and white employees to come.

I 10. A supervisor found fault with a black worker for breaking a rule but did not find fault with a white worker for the same thing.

I 11. My supervisor approved transfers for white workers but not for black workers.

I 12. A white supervisor gave blacks bad evaluations no matter how they did their job.

I 13. My supervisor gave white workers "annual leave" or "sick leave" when absent or late for work, but black workers had to take "time without pay."

I 14. At different times I saw white workers who treated the white residents or patients better than the black ones.

I 15. Blacks had to work as a group for their rights when one person alone didn't get anywhere.

E 16. A black worker who was next in line for a promotion got the promotion.

I 17. Management did not take action to stop a white from saying insulting things about blacks.

I 18. A black worker was fired without a chance to tell his side.

E 19. My supervisor made special efforts to let everyone know about job openings.

I 20. Some supervisors have transferred black workers to new shifts or units against the worker's will.

I 21. A supervisor told whites, but not blacks, everything they needed to know to do their job well.

E 22. Black and white workers often joined each other for meals.

I 23. A white worker got a promotion (that a black should have gotten) because the white person knew the right people.

E 24. When a black person did a good job, his supervisor told him so.

I 25. When some blacks applied for jobs, their applications were lost, ignored, or they were given wrong information about the job.

I 26. A supervisor called black workers by their first names and white workers by titles such as Mr., Mrs., Miss.

I 27. A black was given a "token" promotion just to make the facility look good, but he had no power to make decisions.

I 28. Some supervisors gave white workers certain privileges, such as longer breaks, which they didn't give blacks.

I 29. My supervisor did not let his black workers take available education and training courses.

I 30. Black workers have been given the harder and nastier jobs more often than white workers.

I 31. My supervisor gave days off and annual leave to suit white workers but not black workers.

E 32. A black and white worked together to solve a problem on the job.

I 33. A supervisor here hired a black into a lower level job and refused to promote him.

I 34. A white was paid more than a black with the same duties and amount of experience.

E 35. When there was a job opening it was posted at this facility and black organizations were told about it.

I 36. A white supervisor used physical force on a black worker and nothing was done about it.

E 37. My supervisor made sure that workers knew about the Department's Affirmative Action Program.

I 38. A white complained to his supervisor because he had to work with a black.

I 39. My supervisor gave unfair evaluations to his black employees because he was not around enough to see how they worked.

E 40. My supervisor made sure that both blacks and whites got the same privileges.

I 41. A black with the required education and experience applied for a professional job but was hired into a non-professional job.

E 42. Blacks were encouraged to take part in meetings and have equal say.

I 43. A supervisor encouraged his white workers to spy and report on black workers.

I 44. A white supervisor did not let a black worker see his evaluation.

I 45. Blacks were hired into dead-end jobs where there was no room to move up.

E 46. A black worker had a complaint and the administration did something about it right away.

E 47. Some of the black and white workers shared social events away from the job, such as visiting each others' homes, and going to parties together.

E 48. My supervisor made sure that everyone had the same workload.

I 49. A black worker was given the duties of a higher job but never got the higher title or better pay that he was promised.

I 50. A black person who applied for a job was not hired because he didn't know the right people.

I 51. A black was promised a higher job if he would work in a lower level job for a while, but he never got the higher job.

I 52. A supervisor hired a white person off the street to fill a position instead of promoting a black worker who had applied for that position.

I 53. A white supervisor stood up for a black worker's rights.

I 54. A white supervisor did not give his black workers merit raises even though he gave them good evaluations.

I 55. In my department black workers are punished (demoted, suspended, reprimanded, fired) more often and more harshly than white workers who do the same thing.

E 56. A black worker was hired into a top level position.

I 57. A supervisor did not tell his black workers what was needed for a promotion, but he did tell his white workers.

I 58. My supervisor hassled the black workers in my section by getting on their backs about every little thing.

I 59. White managers encourage black supervisors to treat black workers unfairly.

I 60. A black worker was not given a chance to tell his side when he was accused and punished for something he didn't do.

I 61. A white supervisor talked down to his black workers.

I 62. A black who was in a professional position could not get a promotion which he deserved.

I 63. Even though a black had more experience and had been here longer, a white got the promotion.

E 64. My supervisor let blacks and whites know what he expected of them so that they could all do the best job possible.

I 65. A supervisor forced a black worker to quit by changing him to another shift.

I 66. A supervisor stated that he would not hire blacks.

I 67. There is a department that has all black workers and most of the supervisors are white.

I 68. A black and a white applied for the same job and the black had to take a test but the white did not.

I 69. A black worker went to a supervisor with a job-related problem but the worker was ignored.

E 70. A white supervisor made special efforts to hire blacks.

I 71. A black and a white applied for the same job, the white got the job even though the black had more education and experience.

E 72. A black in my department was promoted to a supervisory position.

I 73. A department did not hire blacks or accept transfers of blacks into the department.

I 74. Blacks who applied for jobs or promotions were told that there were no openings when openings did exist.

I 75. A white worker regularly went over the head of his black supervisor to a white supervisor.

I 76. When a low paying job was open the supervisor always looked for a black to fill it.

CHECK THE ONE STATEMENT BELOW WHICH BEST DESCRIBES THE WAY THE PRACTICES AND WRITTEN POLICIES HERE AFFECT BLACK WORKERS. THAT IS, HOW ARE THINGS HERE FOR BLACKS?

1 Black workers and white workers are treated equally when it comes to policies and practices.

2 At very few times do policies and practices favor white workers over black workers.

3 Some, but not most, policies and practices favor white workers over black workers.

4 Most policies and practices favor white workers over black workers.

5 Nearly all policies and practices favor white workers over black workers.

APPENDIX B
ON-SITE MONITORING PROTOCOL

Name________________________
Date of Visit_______________
Name and Title of Person(s) Interviewed___________________________

Superintendent's Name______________________________

Date Data Obtained______________________________

Action Recommended or Taken___________________

Monitoring Team signatures______________________________

____

____

	Yes	No	Comments
1. Is there a current, operational recruiting list of organizations and educational institutions with at least a 60% Black membership which specifies contact persons in the organizations?			
2. Is there a current quarterly report of recruitment activities which specifies where and when position announcements, flyers, etc. are being sent? For example:			
a. are position announcements, flyers posted			
b. are position announcements, flyers distributed to names on Minority recruiting list			
c. are position announcements, flyers distributed internally			
3. Is there a current list of potential Black consultants to the facility which indicates comparative utilization rates with White consultants?			
4. Is there a summary of the facility's policies and procedures on practica, internships, and training programs for students including specific measures aimed at increasing participation of Black students? For Example:			

Yes No Comments

a. number of Black interns
b. number of White interns
c. letters sent to interested colleges/universities indicating the above policies and procedures
d. specific request for minority students.

5. Is there a current quarterly report of job application flow which includes, by job category, the following:

a. number of Blacks interviewed
b. number Blacks accepted
c. number of Blacks rejected

6. Is there a summary of the status of the evaluations of job description appropriateness, including the number of job descriptions evaluated by job categories? For example:

a. 08 Official & Administration
b. 07 Professional
c. 06 Technician
d. 05 Protective Services
e. 04 Para professional
f. 03 Office & clerical
g. 02 Skilled craft
h. 01 Service maintenance

7. Is there a report on the number of employees who have completed human relations training programs? For example:

a. Human Relations Training
b. Boomerang
c. other

8. Is there documentation of training procedures, including access to in-service and out-service training by race?

9. Is there a summary of the current operational human relations training program, and of the number of employees who have participated to date?

10. Is there a quarterly report breaking down promotions by race which includes:

a. number of blacks promoted___________
b. procedures used to advertise promotional opportunities

b1________ bulletin boards
b2________ pay envelopes
b3________ memorandum to staff
b4________ other

11. Is there current operational racial complaint system which includes at a minimum how all employees are made aware of it? (describe the procedure for publicizing the system).

12. Is there a facility Affirmative Action Coordinator?

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